

FINAL DRAFT

# LAND USE PLAN UPDATE

PREPARED FOR:

THE CITY OF SOUTHPORT, N.C.

BY:

SATILLA PLANNING

PLANNERS □ LANDSCAPE ARCHITECTS

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1986

LAND USE PLAN UPDATE  
Southport, North Carolina

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Adopted by the City of Southport  
February 14, 1986

Certified by the Coastal Resources Commission  
May 29, 1986

The preparation of this report was financed in part through a grant provided by the North Carolina Coastal Management Program, through funds provided by the Coastal Zone Management Act of 1972, as amended, which is administered by the Office of Ocean and Coastal Resource Management, National Oceanic and Atmospheric Administration.

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## **INTRODUCTION**

The Coastal Area Management Act of 1974 establishes a cooperative program of coastal area management between local governments and the State. Land use planning is intended to be central to the local government's involvement, because it gives local leaders an opportunity to establish and implement policies to guide the development of their community.

The Southport Land Use Plan is an expression of long range planning goals in which the local government has set forth its major policies concerning desirable future development over the next ten years.

The land use plan is an important policy document at local, regional, state and federal levels. The users, in addition to the City of Southport, are regional councils of government, state and federal permitting agencies, and public and private funding and development groups.

### **Local Government Uses**

The plan provides policy guidance for decisions related to overall community development, and provides the basis for land development regulations and capital facilities programming. Planning for the provision of capital intensive services, such as central sewer and water, is aided by the land use plan's identification of likely growth trends and by plan policies which will effect growth.

### **Local Land Development Uses**

Developers and investors (including prospective residents) can use the land use plan as a primary source of information about the community. The plan provides data and analysis on present development patterns, capacity of community facilities, population and growth patterns, and physical limitations, all of which are useful in market analyses and other feasibility studies. The plan also provides the investor with information about the community's preferences for development types, densities, and locations.

### **Regional Uses**

The Southport Land Use Plan will be used by the Cape Fear Council of Governments for regional planning purposes and in their function as regional clearinghouse (A-95) for state and federal funding programs. The local plan indicates to this agency what types of development the community feels are likely and where the development should take place. Also, Brunswick County will use the plan in establishing long range County-wide planning studies.

## **State and Federal Uses**

Local land use plans are used in the granting or denial of permits for various developments within the coastal area. State and Federal agencies must ensure their decisions consider the policies and land classification system established by this plan. The Coastal Area Management Act stipulates that no development permit may be issued if the proposed development is inconsistent with the local land use plan. Similarly, decisions related to the use of federal or state funds within the community and projects being undertaken by state and federal agencies themselves must also be consistent with the local plan.

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## OVERVIEW OF THE LAND USE PLAN

The Southport Land Use Plan Update can be divided into four sections, each with its own specific purpose. The **Existing Conditions** section of the plan is intended to provide the reader with a brief overview of current conditions relevant to land use in Southport and its planning jurisdiction. The **Growth Trends** section which follows contains population and growth trend projections with a brief analysis of expected impacts on community facilities in Southport and its vicinity. The first two sections are intended to lead toward policy development and implementation in the third section of the plan.

The **Policy** section states Southport's position in general fashion on issues relevant to its growth, community character, environmental integrity and a host of other issues. The Policy section is enhanced by an **Implementation** section, which provides specific strategies for carrying out the more general policies.

### Data Collection and Analysis

The data found in the Existing Conditions and Growth Trends sections comes from several sources. Land use data was derived based on field surveys conducted by Satilla Planning in November, 1984. Other base data, including land use and population (1980 statistics), soils, and fragile areas, was taken from the 1980 Land Use Plan Update, prepared by the Brunswick County Planning Department. Sources for data on community facilities include the City of Southport Administration, Public Works, Fire and Rescue, and Recreation Departments; the Brunswick County Planning Department, the Southport Master Drainage Plan (Von Oesen & Associates), and Bald Head Island Inc. Transportation data was provided by the N. C. Department of Natural Resources and Community Development (NRCD) from N. C. Department of Transportation sources. NRCD also provided current FEMA flood map information and background information on housing and community development. Information on the waterfront and downtown revitalization plan was taken from the Southport Downtown Revitalization Plan, prepared by the Brunswick County Planning Department. Finally, current population statistics were provided by the N.C. Department of Administration.

## EXISTING CONDITIONS

The **Existing Conditions** section of this land use plan presents brief descriptions of the conditions pertinent to land use in Southport. General section headings include: Existing Land Use, Current Plans, Policies and Regulations, Economic Conditions, Transportation, Community Facilities, Physical and Environmental Constraints, and Community Design Structure.



## Existing Land Use

Southport is primarily a single family residential community. Commercial areas within the city limits include a core business district downtown, marine commercial areas in the vicinity of the S.P.A. boat harbor, water-oriented motels and restaurants, and additional commercial areas along N.C. 211 (Howe Avenue).

The existing land use summary presented here updates the survey done for the 1980 Southport Land Use Plan Update. Land use is graphically displayed on Map 1 and the accompanying tables (Tables 1 through 3, pp. 4 - 6). The tables offer a comparison of land use and dwelling counts in 1980 and 1985.

## Residential Land Use

### Single Family

Since 1980, more than 75 single family dwellings have been built in Southport, an increase of nine (9) percent. Acreage allotted for single family residential use has increased by about seven (7) percent, increasing the net density of single family residential use slightly. Single family residential density increased from 2.3 dwellings per acre in 1980 to 2.35 dwellings per acre in 1985.

Within the extraterritorial planning area, the single family unit count has dropped slightly, from 112 in 1980 to 103 in 1985. Single family acreage also decreased. The average density also decreased slightly, from 1.5 units per acre in 1980 to 1.4 dwellings per acre in 1985.

### Multiple Family

In 1980, there were 42 multiple family units in Southport, occupying a little over eight (8.3) acres of land. In 1985, the number of units has increased to 104, located on fifteen (15) acres of land. The addition of these units (most are attributable to the Fiddler's Creek complex on W. 12th Street) has doubled the percentage of the city's multi-family housing stock. (In 1980, multi-family units made up less than five (5) percent of the city's residential units; the figure for 1985 is ten (10) percent.

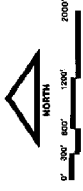
There are no multiple family units in the extraterritorial area.

### Mobile Homes

The mobile home count within the city limits of Southport remained the same as 1980, standing at 18 units on 4.6 acres. Within the extraterritorial area, counts of mobile homes increased significantly, from 47 units in 1980 to 70 units in 1985. Mobile homes now make up forty (40) percent of the dwelling units in the extraterritorial area.

# SOUTHPORT, N.C.

Prepared For: SATILLA PLANNING  
200 Osborne Street  
St. Marys, Georgia  
Mapping Date: JANUARY, 1986



MAP 1

The preparation of this map was financed in part through a grant provided by the North Carolina Coastal Management Program, through funds provided by the Coastal Zone Management Act of 1972, as amended, which is administered by the Office of Ocean and Coastal Resource Management, N.C.DA.

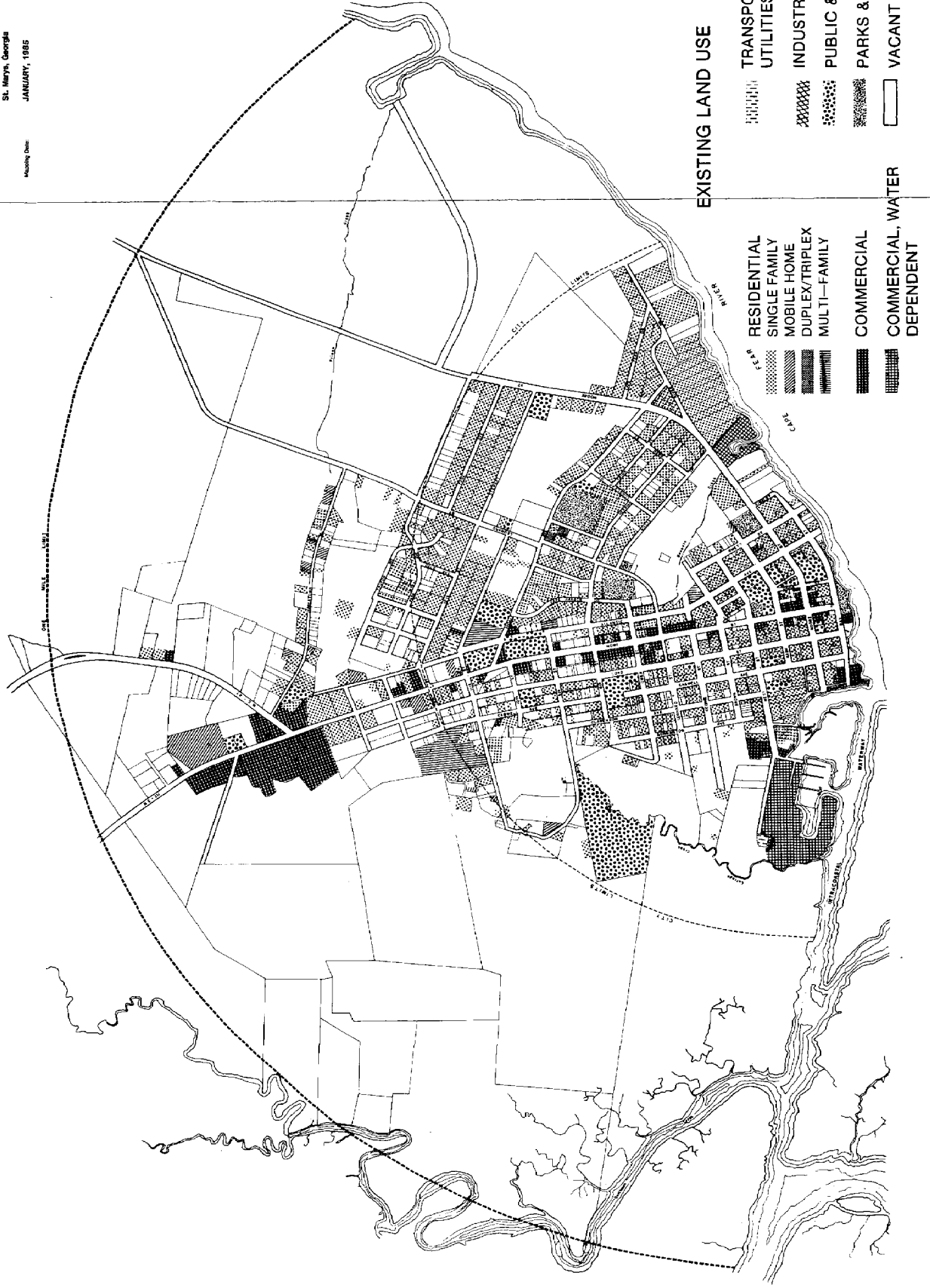


TABLE 3. SUMMARY:

## EXISTING LAND USE WITHIN TOTAL PLANNING JURISDICTION

Land Use	1980		1985	
	Units	Acres	Units	Acres
Single Family	962	438.2	1030	463.5
Multi-family	42	8.3	104	15.0
Mobile Home	65	14.6	88	18.1
TOTAL RESIDENTIAL:	1069	461.1	1222	496.6
Commercial		92.4		101.2
Industrial		20.1		3.6
Institutional		33.8		85.2
Parks and Open Space		6.9		17.0
Trans/Commun/Utils		518.1		518.1
Undeveloped		2507.7		2418.3
TOTAL ACREAGE:		3640.0		3640.0

<sup>1</sup>Source for 1980 figures: Southport Land Use Plan Update, 1980.  
Source for 1985 figures: windshield survey by Satilla Planning, Inc., November, 1984.

TABLE 2. EXISTING LAND USE WITHIN EXTRATERRITORIAL JURISDICTION<sup>1</sup>

Land Use	1980		1985	
	Units	Acres	Units	Acres
Single Family	112	72.5	103	69.4
		(1.5 du/ac)		(1.4 du/ac)
Mobile Home	47	10.0	70	13.5
		(4.7 du/ac)		(5.2 du/ac)
TOTAL RESIDENTIAL:	159	82.5	173	82.9
		(1.9 du/ac)		(2.1 du/ac)
Commercial		57.2		60.6
Institutional		5.1		5.1
Trans/Communication/ Utilities		329.5		329.5
Undeveloped (includes land in ownership of Pfizer)		1923.7		1919.9
TOTAL ACREAGE:		2398.0		2398.0

<sup>1</sup>Source for 1980 figures: Southport Land Use Plan Update, 1980.  
Source for 1985 figures: windshield survey by Satilla Planning,  
Inc., November, 1984.

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<sup>1</sup>Source for 1980 figures: Southport Land Use Plan Update, 1980.  
Source for 1985 figures: windshield survey by Satilla Planning, Inc., November, 1984.

## Total Residential Use

Residential land in Southport has increased to 33 percent of the incorporated land area. There are 1049 dwelling units in the city limits, an increase of 15 percent over 1980 levels. The city is overwhelmingly single family residential in character, with 88 percent of all units falling into this category. Ten (10) percent of all dwelling units are classified as multiple family, and two (2) percent are mobile homes.

Within the extraterritorial area, residential use has increased only slightly over 1980 levels. There are currently 173 dwellings in the extraterritorial area. Fully 40 percent of these are mobile homes, with the remaining 60 percent single family dwellings.

## Commercial/Office Land Use

Within Southport's city limits, commercial land use acreage has increased by over five acres, an increase of 15 percent. Of equal significance is the decrease in the number of commercial vacancies since 1980. Along Howe Street, only two vacancies were identified in a windshield survey. Most of the commercial vacancies in Southport are found in what are now primarily residential areas, or on the fringe of the Howe Street commercial corridor.

The extraterritorial jurisdiction contains far more commercial land than does the city itself. Over sixty acres of developed commercial land is located adjacent to the N.C. 211 - N. C. 87 intersection. New uses since 1980 include two restaurants.

## Industrial Land Use

The only item classified industrial in the 1980 Plan was an undeveloped parcel belonging to Pfizer, Inc., now accounted for under undeveloped land. Uses included here include a tank farm and several warehouses. No uses in the extraterritorial jurisdiction were classified industrial in 1980 or 1985.

## Institutional Land Use

The increase in this category, which incorporates public and private institutions such as schools, churches, hospitals, government and community buildings, is largely due to the establishment of Southport Primary School on W. 9th Street.

There were no changes in institutional land use in the extraterritorial area between 1980 and 1985. Uses in this category include the Southport-Fort Fisher ferry landing and a church located on N. C. 211.

## Transportation/Communications/Utilities

This category includes all roadways and utility holdings, including property owned by telephone and power companies, as

well as city-owned facilities such as the sewage treatment plant and lift stations.

#### Undeveloped/Vacant Land

Since 1980, vacant land within the city limits of Southport has decreased by nearly 15 percent. However, over forty (40) percent of the land area within the city limits falls into this category. (All residential land use comprises only 33 percent of total land within the city limits).

A graphic display of vacant land both within Southport and within the city's extraterritorial jurisdiction has been prepared (Map 2). From this map, it can be discerned that a great deal of undeveloped land within and outside the city is inaccessible from public roadways. Inside the city limits, this includes an extensive area of land (some of which is now slated for development) in the vicinity of Cottage and Bonnetts Creeks. Some of the tracts on the periphery of the city limits are owned by large corporations, such as Pfizer. Many small undeveloped parcels within the city's original grid pattern are held by corporations or partnerships. These parcels may be being assembled for new residential or commercial developments. This is particularly applicable where such parcels are adjacent to creeks or waterways, prime amenities for residential development.

Both inside the city limits and within the extraterritorial jurisdiction, there is a significant amount of heir's property. Heirs property is land under a clouded title by virtue of the original owner's death without a will. Heirs property, or intestate land, cannot be used as collateral for loans and cannot be sold until the title is cleared, a sometimes lengthy process. Much of the intestate property in the extraterritorial jurisdiction is landlocked, further limiting its potential for development.

Much of the undeveloped land in the extraterritorial jurisdiction is owned in large parcels. Carolina Power & Light and Pfizer Corporation maintain extensive holdings in the eastern part of the jurisdiction. Although it is now slated for development and has been reclassified transition (May 1985 amendment to the 1980 Land Use Plan), the Indigo Plantation property can be identified on the Vacant Land Ownership Map as a "corporate, partnership or realty" holding in the vicinity of Dutchman's Creek.

Although it is now slated for development, the Indigo Plantation property can be identified on the Vacant Land Ownership Map as a "corporate, partnership or realty" holding in the vicinity of Dutchman's Creek. The property was the subject of a May 1985 reclassification amendment to the 1980 Land Use Plan.

# SOUTHPORT, N.C.

Prepared By: SATELLA PLANNING  
200 Oldsmar Street  
St. Marys, Georgia  
Mapping Date: JANUARY, 1985



MAP 2

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## VACANT LAND OWNERSHIP

- INDIVIDUAL OR FAMILY (LOCAL)
- INDIVIDUAL OR FAMILY (OUT OF AREA)
- HEIRS OR UNKNOWN
- GOVERNMENT
- CORPORATE, PARTNERSHIP OR REALTY COMPANY
- POWER COMPANY



## Future Development Potential

### Planned Residential Land Use

With the planned expansion of the city's sewage treatment facilities (see **Community Facilities**, page 19 - 20), several new residential developments are anticipated. Within the city limits, there are tentative plans for 100 to 200 multi-family units in various locations.

Projects proposed for lands overlapping or outside the city limits include Indigo Plantation, a mixed residential development of 200 units planned for the Cottage Creek area; Forest Oaks, a 148 unit project planned for property behind Wilson's Plaza; and Smithville Subdivision, a single family development planned in the same vicinity as Forest Oaks.

As discussed in the **Growth Trends** section (pp. 33 - 34), Southport and its planning jurisdiction should see a spur to growth as sewage treatment capacity is doubled in the next year or two. This growth will tend to locate along the Cape Fear River or its estuaries, wherever feasible. Growth potential exists for over 1500 new dwellings in the next 10 to 15 years.

Future development trends in the Southport region include expected development increases in the Oak Island communities. Caswell Beach should see the development of approximately 500 units over the next five to ten years. Growth in Long Beach is expected to be substantial, and there is talk of developing a central sewage treatment facility there to deal with documented needs and expected future demands. Growth will also continue along the N. C. 133 corridor leading to Oak Island.

Of particular interest to Southport residents is potential growth on Bald Head Island. Bald Head lies just off Southport and faces the Atlantic Ocean. It is accessible only by boat or ferry. About 3000 acres of the 13,000 acre island are slated for development; to date only 140 units have been constructed.

No cars are allowed on the Island, and the Bald Head Company operates a toll ferry service to provide residents and visitors with access. The ferry landing is located within the Southport city limits and contains parking facilities for residents and visitors.

Currently, there is limited impact on Southport from transportation activities to and from Bald Head Island, but as continued development occurs there, this impact will increase. The addition of a second, larger ferry landing and parking area at Indigo Plantation should do much to disperse the potential impact associated with traffic movement to and from Bald Head Island.

The potential need for hurricane evacuation of Bald Head Island residents through debarkation points in Southport is also a matter for concern, since the island's potential population is

equal to or greater than that of Southport. One means of addressing this situation would be to work closely with Brunswick County in coordinating hurricane planning efforts for Bald Head Island. This issue is discussed in more detail under **Storm Hazard Mitigation and Post Disaster Reconstruction**, p. 45 - 48.

### **Land Use Controls**

Since the early 1970's, Southport has enforced its current Zoning Ordinance and Subdivision Regulations. The City also enforces a federally approved flood plain ordinance and the North Carolina Building Code. Recently adopted ordinances include a Planned Residential Development Ordinance and an Impact Fee Ordinance.

#### **Zoning Ordinance**

Southport's zoning ordinance, with subsequent amendments, has been in force since August 1973. The ordinance is conventional in its structure and includes, in addition to its seven zoning districts, mobile home park regulations, off-street parking requirements, and provisions for conditional uses, variances and other appeals through the Board of Adjustment. The ordinance is unusual in that it does not have a zone restricted to single family-only uses.

#### **Subdivision Regulations**

This ordinance was adopted on July 19, 1973 and provides procedures and some site requirements for the subdivision and platting of land in Southport.

#### **Planned Residential Development Ordinance**

The PRD ordinance was adopted by the city in August, 1984 and provides for the establishment of planned development districts in the context of the City's zoning ordinance. The ordinance spells out requirements for certain public facilities, such as drainage, streets and roads, and water and sewer, and describes site plan requirements and the City's review procedure. Conditional uses allowed in PRD's include marinas, specialty shops and restaurants, but preclude other commercial uses.

#### **Impact Fee Ordinance**

The City's Impact Fee Ordinance was established to allocate the cost of providing sewage treatment services on a equitable, user-oriented basis. The ordinance was adopted in 1984 and uses state daily flow estimates as the basis for figuring costs.

## Economic Conditions

Southport serves as a regional center for economic activity in Southeastern Brunswick County. Major County employers, including Carolina Power & Light, an electric power utility, Pfizer, Inc., a chemical manufacturer, Sunny Point Military Depot, and Doshier Memorial Hospital, are located in or nearby Southport. Southport provides local retail and service support to an area including the city itself, its extraterritorial jurisdiction, Caswell, Yaupon and Long Beaches, Bald Head Island, and unincorporated areas leading to the Oak Island beach communities.

The nearest competing economic district offering services equal to or greater than Southport is Wilmington, a distance of 32 miles. Small pockets of limited, localized services are available in Long Beach, 7 miles away.

Key commercial areas in Southport and vicinity include the Central Business District (CBD), Howe Street, and the Wilson Plaza commercial area at the junction of N.C. 211 and N.C. 87.

The city's central business district has undergone significant changes in the past 15 years. In the 1970's, the Brunswick County seat was relocated from Southport to Bolivia, leaving many vacancies and creating an economic downturn from which the CBD has only recently begun to recover. The City of Southport offices are now housed in the Old County Courthouse, and vacancies in the CBD are few. New businesses, including banking institutions, have since opened their doors in Southport's central business district. The CBD still offers neighborhood commercial retail and service businesses in addition to its function as a professional center and focal point for tourist activities.

The Howe Street commercial corridor is largely a small retail and service business corridor, providing for the most part local services.

The N.C. 211 - N.C. 87 intersection commercial area offers larger volume commercial businesses and serves as a regional service center for traffic traveling to Southport and the Oak Island beaches.

Sub-areas within Southport include the marine service and commercial fishing areas in the vicinity of the State Ports Authority marina and the Yacht basin, and medical offices and convalescent facilities located in the vicinity of Doshier Hospital.

## Tourism

Tourism is at its peak during the warmer months (March to November). Southport receives a spin-off effect as a commercial center for nearby beach communities and in its own right as an historic and scenic area. The day tourist population peaks during the July 4th waterfront celebration, and is also heavy

during fall weekend fishing events such as the King Mackerel Tournament.

#### Waterfront and Downtown Revitalization

In 1979, the Brunswick County Planning Department prepared a plan for revitalizing Southport's downtown and waterfront park areas. Plan goals focused on proposed improvements to the waterfront park area and suggested incentives to make the central business district (CBD) more aesthetically and economically attractive.

General goals included were:

- o To capitalize on the waterfront as the key to downtown revitalization.
- o To recognize and protect significant natural and aesthetic resources, such as waterfront vistas, tree canopies, and existing park areas.
- o The need for cooperation between CBD merchants to enhance individual and collective economic potential, and the need for cooperation between the public and private sectors.

Specific recommendations were made for the waterfront park area, the CBD, and the Yacht Basin along Brunswick street. These recommendations included:

- o A proposal to link Franklin Park to the waterfront park by means of a pedestrian greenway.
- o Proposals to relocate parking along the waterfront to offstreet areas and/or minimize the use of valuable waterfront land for parking.
- o Proposed improvements to storefronts and signage in the CBD to enhance the historic and aesthetic character of the area.
- o A proposal to reduce a four lane stretch of Moore Street between Lord and Davis Streets to two lanes and provide diagonal parking.
- o The suggested use of landscaping to create more appealing shopfronts, sidewalks and parks in the CBD and vicinity.
- o Suggestions on methods of improving the docking facilities at the Yacht Basin through the cooperation of property owners.
- o Proposals to address existing erosion and parking deficiencies in the vicinity of the Yacht Basin.

In the last five years, the central business district has seen a return to economic viability which has been enhanced by aesthetic improvements. New businesses have been added in the CBD, and streetscape improvements, such as the proposal to add diagonal parking and reduce the number of traffic lanes on a key stretch of Moore Street, have been implemented. Many downtown building facades are much more in keeping with their historic character than they were five years ago.

Several of the proposals described in the Waterfront and Downtown Revitalization Plan have not been implemented, for various reasons. For instance, the City chose not to pursue the proposed linking of Franklin Park with the Waterfront Park. Despite the many good improvements to the waterfront park and the CBD area, the two areas still lack some elements crucial to their integration.

Little change seems to have taken place in the Yacht Basin area in the last five years. Although this area affords one of the most spectacular views available in Southport, it suffers from several difficult to resolve problems, including a lack of access (due to the narrowness of the adjacent road), a lack of parking in the vicinity, and continuing erosion problems. The City maintains a small fishing dock in the boat basin.

The land use plan update affords an opportunity to review the Waterfront and Downtown Revitalization Plan and to consider further options for enhancing the downtown/waterfront area. Among the possibilities to consider:

- o A critical review of the goals and suggestions for implementation in the 1979 Plan and a current needs assessment.
- o Options for visual and tangible integration of the downtown and waterfront areas.
- o Enhancing the existing park through redesign of parking areas and passive and active recreation areas.
- o Extending the scope of proposed waterfront improvements to include a greater section of the City's waterfront; one possibility would be establishing linkages from the existing park along Bay Street, through the commercial fisheries area at the end of Bay Street, to and including the Yacht Basin area.
- o Addressing deficiencies that still exist regarding the amount and location of parking and water access.

The City has recently received funds through the State's Beach and Waterfront Access Program to extend the existing parking area at the Waterfront Park from Davis Street east along Bay Street in front of Fort Johnson. The project has added 22 parking spaces.

## Housing and Community Development

For the past two years, the City of Southport has applied for Community Development Block Grant funds from the North Carolina Division of Community Assistance to improve areas of deteriorated housing within the city limits. In part because competition for the grants is extremely competitive, Southport did not receive grants for its proposed project areas.

In both 1983 and 1984, the city's target area focused on housing in an area bounded roughly by Leonard, Burrington, Ninth and Lord Streets. (The 1983 project area was slightly larger). The target area contains 69 dwelling units, of which 54 (more than 75 percent) are in need of repair or dilapidated. More than eighty (80) percent of the area residents have incomes in the low to moderate range as defined by the Division of Community Assistance.

Applications for Block Grant funds are awarded on the basis of a cumulative number of points. Points are given in several categories, including:

- o Community needs - based on census factors as evaluated by the Division of Community Assistance.
- o Project Design - probably the most crucial category; points are awarded based on an assessment of financial feasibility, cost effectiveness, severity and treatment of needs, and project appropriateness.
- o Benefit to low and moderate income persons.
- o Other public and private funds - demonstration of clear fiscal commitment of funds or projects in support of proposed activities.
- o Consistency with State Policies/Programs.

Applications are increasingly competitive in terms of project design. Characteristic of a successful application generally include sophisticated financing techniques designed to stretch or recycle grant dollars, a demonstrated severity of need (i.e., a target area with a higher percentage of major repair needs will be awarded more points than an area with a higher percentage of minor repair needs), and demonstration of a clear commitment of public or private funds or work projects in support of the proposed project.

## Transportation

### Roadways

Road access is one of the key determinants of land use. On one hand, the availability of good road capacity and traffic volumes makes adjoining land attractive for certain types of development, such as commercial uses that depend on high visibility and accessibility for economic success. On the other hand, the overloading of these roads with ill-designed land uses, such as strip commercial development along a highway, can lead to problems of traffic safety, capacity and poor visual appearance.

Key roadways in and around Southport have been identified and analyzed. The four road classifications used are: principal arterial, minor arterial, major collector, and minor collector.

### Principal Arterials

These roads are intended to serve a through traffic function and interconnect with the Minor Arterial and major highway systems. They provide from other arterials to provide inter-community and county continuity. They should not penetrate identifiable neighborhoods. Land use along principal arterials should be primarily higher intensity commercial and industrial, or medium and high density residential uses, with no direct highway access. Through movement should always take precedence over access to private property.

Principal arterials in the Southport vicinity include N.C. 87, N.C. 211, and N.C. 133.

### Minor Arterials

These roads are intended to serve a through-traffic function and interconnect with and augment the Principal Arterial System. They link two arterials or one major collector and one arterial, and distribute traffic to geographic areas smaller than those identified with the higher system. Land use along minor arterials may include low, medium and high density residential uses, provided durable and effective screening techniques are employed; and medium and high intensity commercial and industrial areas. Access should not interfere with through traffic movement. Generally, individual residences should not have direct access to minor arterials.

The minor arterials in the Southport area include Howe Street, portions of Moore Street and Jabbertown Road.

### Major Collectors

These roads should have long trip lengths and connect arterials and/or other collectors. They should have relatively few access points to individual residences. Access to land uses should not interfere with traffic movement. Land uses along

major collectors may include high intensity or large commercial and industrial areas, and low, medium or high density residential uses. Portions of West Street and Leonard Street have been placed in this classification.

#### Minor Collectors

These roads generally provide for short and medium intra-area trips. They generally move traffic between neighborhoods and other collectors and arterials. Land uses should generally be of lower intensity, including medium and small industrial and commercial areas. Moderate access to residential areas is generally provided. However, such access should not interfere with normal through traffic.

Roads in this category include: Fodale Avenue, Lord Street and Bay Street.

#### Traffic Conditions

#### Southport and Nearby Activity Centers

The roads systems which link Southport with the Oak Island beaches and the nearby city of Wilmington exhibit some deficiencies from design and safety standpoints. Both corridors are two lane, and carry significant amounts of commuter traffic. Portions of N. C. 133 toward Wilmington are narrow and have limited site distances. The intersection of N. C. 211 with N.C. 133 leading to the Oak Island beaches is confusing and does not allow for a smooth transition on the turn. The speed capacity of N. C. 133 between Southport and Oak Island has been significantly decreased due to the proliferation of commercial and residential access points in this unincorporated area. Traffic loads on all portions of N.C. 133 should experience continuing increases due to the growth in the Oak Island area.

#### Within Southport

Within Southport itself, problems exist with current traffic loads on Howe Street and Jabbertown Road. Howe Street is a transitional mixture of single family and commercial uses. Portions of the street still maintain a residential character, although traffic loads range from as much as 12,000 ADT (average daily trips) just below the N.C. 211/87 intersection, to about 7,400 ADT near West Street. Given the importance of Howe Street as a commercial area, and its immediate proximity to residential areas, low speed limits appear to be the best temporary compromise for these conflicts. The length of Howe Street is zoned for commercial uses.

Jabbertown Road links a principal arterial (N.C. 87) with a major collector (Leonard Street, or S.R. 1527). The road is lined with what were once rural residential uses. Current traffic speeds pose a hazard for residents. This corridor may be a prime area for new residential development because of the large amounts



of undeveloped land just off the highway. Direct access for significant numbers of new residential uses, should they occur, should be limited along this road.

#### Local Traffic Circulation

Traffic levels on most Southport streets are so low that traffic circulation is relatively unaffected, even where problems do exist. There are a number of unpaved streets within the city which create problems for local users. Brunswick Street, a narrow, paved road which follows the Yacht basin, poses a particular problem in that it is a constraint on traffic seeking to follow the waterway from the S.P.A. Boat Basin to the waterfront park. This is particularly a problem during the 4th of July Celebration.

#### Potential Development

Although a great deal of vacant land remains within the city's existing grid pattern, most new development is expected to take place in areas on the periphery of the developed part of the city and adjacent to the present road system. Development in new areas will require the construction or extension of new road systems into residential areas. It is anticipated that these transportation needs will be worked out between the City and the developers of such areas, as is the case with the 9th Street Extension, which is a result of such a cooperative effort between the City and the developers of Indigo Plantation.

Redevelopment of key areas (such as waterfront and creek-front property) may offer opportunities to realign problem areas. The impact of new development or redevelopment on existing transportation linkages can play a key part in the development review process.

#### Parking

Southport's zoning requirements for commercial businesses are unique in that they do not require offstreet parking in the downtown area. In the central business district, diagonal parking on both sides of Howe and Moore Streets seems to serve existing needs adequately. During the warm months of the year (April through October), parking in the central business district and waterfront areas is at a premium due to the presence of seasonal visitors and tourists.

The City recently added 22 additional parking spaces to the Waterfront Park.

## Community Facilities

Southport's community facilities are graphically displayed on Map 3.

### Water

The City of Southport operates and maintains its own central water system. The system consists of two wells which together have a total capacity of 600 gallons per minute (gpm). Brunswick County's central water delivery system serves as a backup when necessary. County back-up service is provided at an average cost of \$ 500 per month.

The Leonard Street well is 110' deep and is capable of pumping 250 gpm. The existing 20 HP pump is being replaced in FY 1984-1985 with a submersible pump.

The Franklin Park pump is 171' deep and has a capacity of 350 gpm. It is driven by a 25 HP pump, which in the near term will also probably need to be replaced with a submersible pump.

The 1980 Land Use Plan reported annual consumption as roughly 96.4 million gallons (1979). This figure has increased slightly, to an estimated 102 million gallons in 1984. Monthly consumption in 1984 ranged from 6.6 million gallons in January to a peak consumption level of 13.1 million gallons in July.

The City usually rotates the use of its pumps and attempts to keep water tanks at least half full. Although water consumption during June and July 1984 reached or exceeded maximum pumping capacity, no system delivery problems occurred due to these management methods.

Indigo Plantation, a mixed use development to be located in the vicinity of Dutchman's Creek, will require a new well located in that vicinity within the next five years. The well will be financed by the development company for Indigo Plantation.

Currently, the City has 1138 water customers, of which roughly fifteen (15) percent are estimated to be commercial users.

### Sewer

Southport's sewage treatment system is an activated sludge system with a capacity of 300,000 gallons per day (gpd). The system, constructed between 1965 and 1974, is hydraulically overloaded and has essentially been at or over capacity for a number of years. Daily flows average some 400,000 gallons.

Since February, 1983 the City has been under a Special Order by Consent mandated by the State of North Carolina to improve its sewage treatment facilities. In November 1984, voters of the City passed a bond referendum authorizing up to \$ 985,000 for

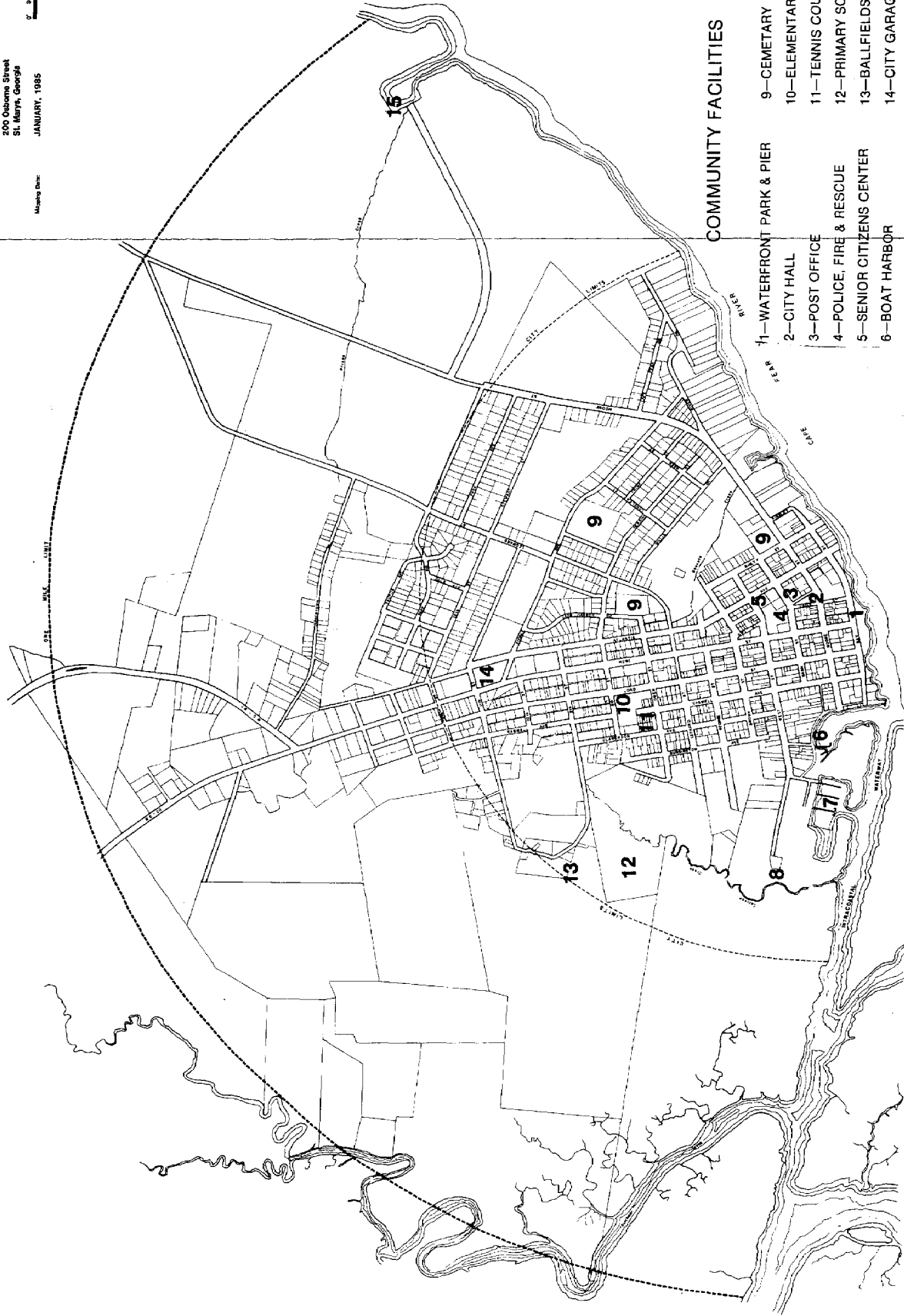
The preparation of this map was financed in part through a grant provided by the North Carolina Coastal Management Program, through funds provided by the Coastal Zone Management Act of 1972, as amended, which is administered by the Office of Ocean and Coastal Resource Management, NOAA.

# SOUTHPORT, N.C.

Prepared by:  
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JANUARY, 1985



MAP 3



## COMMUNITY FACILITIES

- |                           |                                |
|---------------------------|--------------------------------|
| 11—WATERFRONT PARK & PIER | 9—CEMETARY                     |
| 2—CITY HALL               | 10—ELEMENTARY SCHOOL           |
| 3—POST OFFICE             | 11—TENNIS COURTS               |
| 4—POLICE, FIRE & RESCUE   | 12—PRIMARY SCHOOL              |
| 5—SENIOR CITIZENS CENTER  | 13—BALLFIELDS                  |
| 6—BOAT HARBOR             | 14—CITY GARAGE                 |
| 7—S.P.A. BOAT HARBOR      | 15—SOUTHPORT-FORT FISHER FERRY |
| 8—SEWAGE TREATMENT PLANT  |                                |

sewage treatment expansion. These funds, together with a state grant of some \$270,000 (up to 25 percent of total project cost) and the potential for matching funds from the federal Environmental Protection Agency (EPA), will finance the addition of some 500,000 gpd to the system. Design work for the .5 mgd expansion is already complete. Cost of the proposed work is expected to be \$1.6 million.

EPA funding could supply between 55 and 75 percent of the monies necessary to cover existing and planned sewage capacity commitments. The higher figure would be awarded if innovative treatment methods, such as a biological aeration system, are used.

Before the City will be eligible to receive grant money from EPA, the 201 Plan for the southeastern Brunswick County area must be amended and approved by the North Carolina Division of Environmental Management (DEM). The original 201 Plan called for the development of a regional treatment facility serving Southport, the Oak Island communities of Long Beach, Caswell Beach and Yaupon Beach, and unincorporated areas lying between Oak Island and Southport.

It now appears that the Oak Island area, led by the Town of Long Beach, may pursue the development of an Island-based sewage treatment facility distinct from the Southport sewage treatment system. Modifications to the Southport 201 Plan which reflect the current situation were approved in September, 1985. The City expects a decision regarding EPA funding in December, 1985.

The City's system currently serves most areas within the incorporated city limits, and in addition serves the growing commercial area near the intersection of NC 211 and NC 87. About 150 residences in the City currently remain on septic tanks; many of these households could be served by sewer but are financially unable to tie in to existing lines.

Since EPA dollars can only be used to develop sewage capacity for existing capacity needs or known development commitments, the City is currently in the process of estimating existing and expected sewage capacity commitments. Proposed developments, some of which have received preliminary development approval, could account for over 110,000 gpd of sewage treatment capacity and could be eligible for EPA funding. Existing treatment needs outstrip the current system's capacity by some 100,000 gpd and are also eligible for EPA matching funds. It is expected that between 200,000 and 300,000 gpd of the proposed 500,000 gpd improvements will be paid for by EPA matching dollars, at a ratio of either 55 or 75 percent.

#### Drainage

In late 1983 the Southport Board of Aldermen commissioned Henry von Oesen & Associates to prepare a comprehensive drainage master plan. The plan, completed in September 1984, identified

and analyzed the major drainage basins in the city, and suggested a capital improvements program for needed improvements to existing drainage structures as well as the development of drainage systems in new areas.

Proposed improvements were prioritized in terms of their potential impact on public safety, property damage, receiving streams, and public nuisance factors. The following is simply a listing of the prioritized improvements. For further information, see the City of Southport Drainage Master Plan (Von Oesen & Associates, September 1984).

Rank	Project Area	Basin	Cost
1(tie)	Atlantic, Cape Harbor Drives, Memory Lane, Herring Street	Bonnett's Creek	\$116,900
1(tie)	Alternate to above project	Bonnett's Creek	\$113,000
2	Willys Street near Leonard Street	Bonnett's Creek	\$ 3,000
3	Eighth Street	Cottage Creek	\$ 81,700
4	Leonard Street	Cottage Creek	\$ 47,100
5	Caswell Street	Cape Fear River	\$ 52,500
6	Howe Street	Cape Fear River	\$ 23,250
7	Brown Street	Bonnett's Creek	\$ 5,650
8	Rhett Street	Cape Fear River	\$ 11,000
9	Atlantic Avenue	Cape Fear River	\$ 39,200

The total cost of the proposed projects is in the vicinity of \$ 380,000. The study suggested that projects could be accomplished at the rate of one or two per year over a period of four (4) to six (6) years.

Additionally, the study suggested using existing land use management tools or the creation of a storm management ordinance to reduce the cost of future drainage improvements through well designed developments. This is discussed further under Physical and Environmental Constraints, p. 26).

#### Solid Waste

Southport provides a city-wide refuse collection system. After the waste is collected, it is delivered to Brunswick County transfer stations to be picked up and disposed of in the County

landfill on U. S. 17 near Bolivia. In the past several years, Brunswick County has established a new landfill to replace existing facilities which were nearing capacity. Additionally, the County has recently installed a series of transfer stations to streamline its solid waste collection system.

#### Fire and Rescue

Southport's fire and rescue services are provided by independent city departments which are manned by all-volunteer staff. The response area for both departments extends from the Intra-coastal Waterway in Southport north along NC 87 to the junction of NC 87 and NC 133 near Sunny Point Military Terminal. To the west, the response area follows NC 211 to Midway Road (SR 1500), a distance of some seven miles. The service area for the rescue squad covers NC 133 between NC 211 and Oak Island; the fire department serves the majority of this area, with the County picking up service to a few houses along N. C. 133. Maximum response time is 15 minutes to the furthest distance.

During the day, between 8 and 10 fire department volunteers are available for emergency calls. This number increases to between 18 and 22 individuals at night. Backup support for the fire department is provided by the Boiling Spring Lakes Fire and Rescue squad (to the north) and by the Long Beach and Yaupon Beach Fire Departments to the south. The Rescue Squad maintains a three-person crew on call at all times.

At least half of each department's budget is funded by the City of Southport. Remaining funds come from Brunswick County budget allocations and fundraising projects by fire and rescue department volunteers.

Fire equipment owned by the city includes four (4) fire trucks, each capable of pumping 750 gallons per minute (gpm), and one 350 gpm pumper.

The City of Southport has a fire insurance classification rating of 6.

Both departments are housed across from City Hall on Nash Street in Southport. The existing large service area and the likelihood that Southport will annex additional territory in the next few years may lead the City to investigate the possibility of establishing more centrally located facilities at some point in time.

#### Recreation

Recreation and open space areas in Southport include both passive and active recreation areas, both publicly and privately owned. Among the active recreation facilities are a little league ball field, a multi-use basketball court, two tennis courts, the municipal pier in the waterfront park, and a community center in addition to school ballfield facilities. The S.P.A.

boat harbor and marina on the ICW near Cottage Creek has space for some 90 boats of varying sizes and contains two boat launching ramps. The old Southport boat basin, located adjacent to the S.P.A. boat harbor along Brunswick Street, contains privately owned docks as well.

Passive recreation areas include the Waterfront Park along Bay Street, Franklin Park near City Hall, several neighborhood parks, historic sites such as Fort Johnson and the Old Southport Cemetery on Moore Street and at least two other cemeteries in various parts of the city. Recent improvements to Franklin Park include the installation of benches, picnic tables and a presentation platform.

In 1979 the City adopted the Southport Downtown and Waterfront Revitalization Plan. The plan suggested steps for acquisition and improvements to the waterfront area. Since that time, the City has acquired a 1.06 acre tract along the waterfront lying roughly between Howe Street and Atlantic Avenue. Amenities include an adjacent parking area, maintenance of an existing fishing pier, and the location of park benches in a grassed area with a view of Fort Caswell and Bald Head Island. The City hopes to extend its waterfront park holdings to include small undeveloped parcels adjacent to and in the near vicinity of the park. Future plans may include further improvements funded in part through the State Beach and Waterfront Access Program.

#### Ferry Services

Southport is the debarkation point for two ferry services linking it with nearby areas. The State owns and operates a toll car ferry service which runs between Fort Fisher (just south of Kure Beach in New Hanover County) and Southport. The ferry launch is located on Ferry Road outside the city limits. Between May and September, the ferry leaves Southport for Fort Fisher every two hours. During the fall and winter, the ferry makes one less trip per day. The service gets heavy commuter use by residents of both the Southport and southern New Hanover County areas who commute to jobs with large employers such as CP & L, the Sunny Point Military Terminal, and Pfizer.

The Bald Head Company operates a toll ferry service to provide access to Bald Head Island. The ferry is located on Moore Street near the city limits and provides a remote parking area for visitors and residents, since no cars are allowed on the Island. Currently there are only a handful of permanent residents on the Island, although about 140 dwellings have been constructed there.

## Physical and Environmental Constraints

### Soils

An extensive soils analysis was prepared for the Southport area as part of the 1980 Land Use Plan Update. Generally, soils in the developed and developing portions of Southport's planning jurisdiction have slight to moderate limitations for development.

Soils in Southport were analyzed according to their development suitability for five indicators:

- o depth of seasonal high water table
- o drainage conditions
- o bearing capacity
- o septic tank capability
- o local roads and streets

Based on these five indicators, soils have been classified in one of four categories:

- o suitable
- o moderately suitable, some drainage needed
- o marginally suitable if drained
- o highly unsuitable, flooding common

Soils classified as suitable have slight limitations for all of the development indicators and generally are sandy and excessively well drained. Soils in the suitable category include Kureb fine sand, Wando fine sand, Blanton fine sand, and Echaw soils.

Soils classified as moderate are generally moderately well drained and sandy. They include Seabrook and Mandarin soils.

Soils in the marginally suitable category are generally poorly drained, with the water table within one foot of the surface much of the year. These soils require extensive drainage and engineering improvements in order to be developed for urban purposes. Soils in the marginally suitable category include Leon fine sand, Johnston series soils, and Murville fine sand.

Soils in the unsuitable category are poorly drained, with the water table at or near the surface, and are subject to tidal flooding. Soils in this category include Carpers silty loam, Bohicket soils, Carteret sandy loam, Dare Muck and Hobonny soils.

Almost all of the land area within the Southport city limits which is not in or directly adjacent to creeks and drainage ways have slight limitations for development. Creekbeds and drainage ways have marginal to severe limitations for development, but are generally not used for development purposes.

Within the extraterritorial jurisdiction, much of the acreage directly north and east of the city limits, including the



developing commercial corridor along N.C. 211, has marginal limitations for development. The bulk of these soils are found on undeveloped lands belonging to Pfizer, Inc. and CP & L.

The area most likely to witness new residential development in the extraterritorial area lies to the west of N. C. 210 between Cottage and Dutchmans Creeks north to the CP & L canal. For the most part, the entire area has slight limitations for development, interspersed with patches of soils with moderate limitations for development.

#### Drainage Basins

Major drainage basins in Southport collect and disperse stormwater runoff to receiving bodies of water. Topographically, the old city of Southport lies between two natural drainage receptors: Cottage Creek to the west, and Bonnetts Creek to the east. North of town, Prices Creek drains an enormous area in the vicinity of Jabbertown Road. All of these creeks, plus Dutchmans Creek on the west side of the city's extraterritorial jurisdiction, drain into the Cape Fear River.

The Drainage Master Plan prepared by Henry von Oesen & Associates identified four major drainage basins within Southport. These are the Cape Fear River Basin, Cottage Creek Basin, Bonnetts Creek Basin, and Prices Creek Basin.

The Cape Fear River Basin drains an area of about 231 acres. It is bounded roughly by West Street to the north, Bonnetts Creek on the east, Cottage Creek on the west and the Cape Fear River to the south. The basin rises from sea level on the Cape Fear to about 20 feet in elevation at West Street.

This basin is the most densely developed in Southport, containing the central business district and many of the city's oldest residences. Because of the density of development and associated impervious surfaces, this basin has the highest stormwater runoff per acre in the city. About 128 acres, or a little more than half of the basin, is served with a storm drainage collection system. Needed capital improvements were identified as part of the study and are described in the Community Facilities section (see Drainage, p. 21).

The boundaries of the Cottage Creek Basin begin with Howe Street on the east, West Street to the south, and extend beyond the city limits to the north and west. The drainage basin contains 412 acres lying within the city limits.

With the exception of Ninth and Burrington Streets, the only city owned storm drain systems in this basin are at street crossings. Two privately owned and maintained drainage systems are also located in the basin.

The Bonnetts Creek Basin is bounded by 11th Street and Stuart Avenue on the north, Moore Street on the east, West Street

on the south, and Caswell Avenue to the west. The basin covers 355 acres. Existing storm drainage systems account for coverage of 324 of its acres. Of the six drainage systems within the basin, four were identified as needing improvements.

Prices Creek Basin is a large drainage basin located northeast of the city limits. The Creek flows west to east into the Cape Fear River. About 94 acres of this basin lie within the city limits and are served by storm sewers located on Park Avenue.

Capital improvements proposed for the developed areas of the city (as described here and in the Community Facilities - Drainage section) represent "remedial actions," in the words of the Drainage Master Plan. In order to prevent future drainage problems and protect surface water quality in Southport's creeks and estuaries as well as the Cape Fear River, preventive maintenance, as part of the development process, must take place.

#### Areas of Environmental Concern

Areas of Environmental Concern (AEC's) are sensitive environmental and cultural areas protected by the Coastal Area Management Act (CAMA). General categories of these areas are identified through state guidelines according to the Administrative Procedures Act, as administered by the Division of Coastal Management. Special areas of local or regional environmental or cultural significance can be nominated as AEC's by individuals, groups or governing bodies.

AEC's lying within Southport's jurisdiction include Coastal Wetlands, Estuarine Waters, Public Trust Waters, and Estuarine Shorelines. Development or other land and water uses within AEC's generally require CAMA permits. The State has established extensive guidelines regarding activities within AEC's, but generally does not preclude any land use by right. As part of an effort to share implementation of the Coastal Area Management Act with local governments, the State's land use planning guidelines require that local governments identify acceptable land uses within AEC's within their planning jurisdiction. Descriptions of AEC's within Southport's jurisdiction are given under Resource Protection policies (p. 35 - 38).

Management guidelines and rules for uses in all Areas of Environmental Concern are described in the most recently amended version of Section 15: 7H of the North Carolina Administrative Code. These rules are available through Division of Coastal Management offices in both Raleigh and Wilmington.

#### Hurricane Hazard Areas

In 1983, the North Carolina Coastal Resources Commission adopted rules for hurricane hazard planning for all coastal communities. One of the first requirements in planning for storm hazards is the identification of hazard areas and those struc-

tures at risk within them. These hazard areas are generally depicted on Map 4. As part of the hurricane guidelines, classifications for hazard areas were defined as follows:

Hazard Area 1: Ocean Erodible AEC's, Inlet Hazard AEC's, and Estuarine Shoreline AEC's

Hazard Area 2: FEMA V-zones and Coastal Wetlands AEC's

Hazard Area 3: FEMA A-zones

Hazard Area 4: Rest of community

**Hazard Area 1:** Within the planning jurisdiction of Southport, the only areas in the most severe category are Estuarine Shoreline AEC's.

These areas are potentially subject to erosion and scour, wave action and battering, flooding and high winds in hurricane or tropical storm conditions. The following uses were found in Estuarine Shoreline AEC's in Southport:

Retail Commercial: 3  
Marine Commercial: 6  
Residential: 0

The retail commercial uses included one motel and two restaurants. The marine commercial uses included the S.P.A. Boat Basin, a crab factory, and four commercial fishing businesses.

There were no residential uses in the highest hazard district.

**Hazard Area 2:** There are no uses in Southport in this category, which includes coastal wetlands and V-zones. (Southport contains no V-zone designations on its flood maps).

**Hazard Area 3:** This category includes FEMA A-zones. Properties in such hazard areas are subject to flooding and high winds in hurricane or tropical storm conditions. The following uses were found in Hazard Area 3:

Retail Commercial: 3  
Marine Commercial: 6  
Residential: 45

Included among the retail commercial uses were two motels. Among the marine-related uses was the marketing office associated with the Bald Head Ferry landing. The 45 residences were single family dwellings located near the Cape Fear River or along creeks where elevations were eleven (11) feet or less.

# SOUTHPORT, N.C.

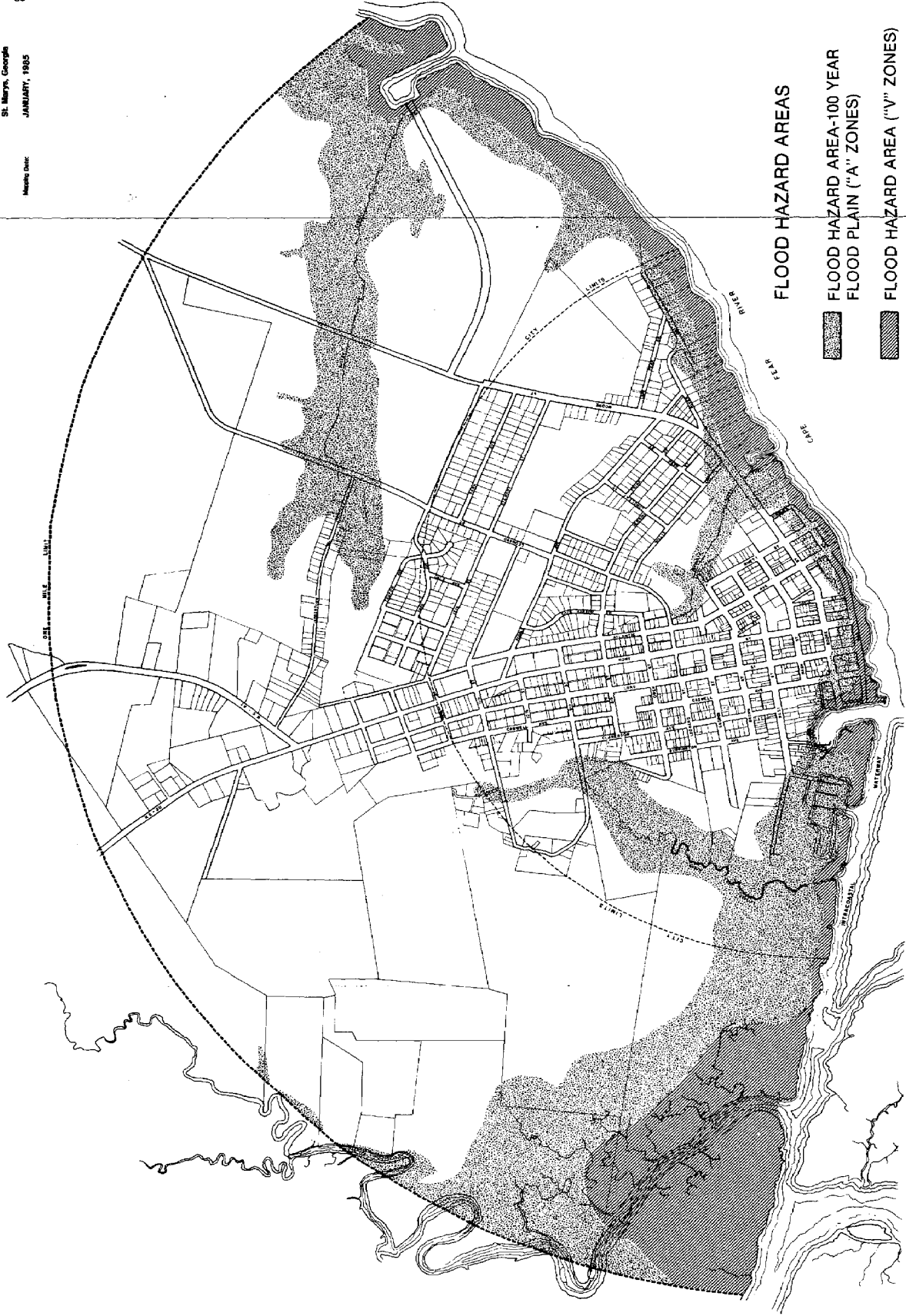
Prepared by: **SATELLA PLANNING**  
200 Osborne Street  
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Mapping Date: **JANUARY, 1985**



MAP 4

The preparation of this map was financed in part through a grant provided by the State of North Carolina to the Coastal Zone Management Act of 1972, as amended, which is administered by the Office of Ocean and Coastal Resource Management, N.O.A.A.



Generally, the built environment in Southport is as well protected from unnecessary risk from tropical storms and hurricanes as can be expected.

### Fragile Areas

#### Areas with Unique Scenic or Historical Value

Among Southport's most important community values are its historic and natural qualities. The small port city, situated with superb views of the mouth of the Cape Fear River, Fort Caswell and Bald Head Island, possesses significant historic structures set amidst a lush natural environment characterized by canopied oak trees.

Historic sites are located throughout the older part of the city. Southport has a National Register Historic District which extends (roughly) from the Cape Fear River from Kingsley Street to the Yacht Basin north to West Street. Additionally, it is known that the waterfront area in particular contains uncatalogued historic and possibly archaeologic sites. Other than the National Register designation, which does not effect the use or appearance of structures in the district, there is no formal protective mechanism, such as a local historic district ordinance, in place. Historic sites listed in the 1980 Land Use Plan still present include:

- St. Phillips Episcopal Church (Courthouse Square)
- Old Southport Cemetery (Moore Street)
- Southport City Hall (former County Courthouse)
- Whittler's Bench (Howe Street at Waterfront Park)
- Thompson House (Bay Street)
- Franklin Square (The Grove) (Howe Street)
- Old Brunswick County Courthouse (Franklin Square)
- Four Sisters (canopied live oaks in Franklin Square)
- Prices Creek Lighthouse (2 miles north of Southport on Cape Fear River)
- Price-Davis Family Cemetery (West Street behind first Apostolic Church)
- Indian Trail Tree (Keziah Park)
- Old Southport Hospital (Atlantic Avenue and West Street)
- Bonnetts Creek (E. Moore Street)
- Old Brunswick County Jail (SW corner Moore and Rhett Streets)
- Old Brunswick Inn (Arrington House) (Atlantic Avenue and Bay Street)
- Harper House (north corner Bay and Howe Streets)
- 111 Bay Street
- 115 Bay Street
- Art Newton/Bellamy Summer House (west corner Bay and Atlantic Streets)
- Southport Baptist Church (Howe and Nash Streets)
- Annie May Woodside House (East Bay Street)
- Ruark House (corner Nash and Lord Streets)

Southport Boat Harbor  
Fort Johnson/The Garrison (Bay Street)

**Areas with Resource Potential**

Areas with resource potential lying within Southport's jurisdiction include the industrially zoned land holdings of CP & L and Pfizer in the north and east quadrants of the extraterritorial jurisdiction (see Vacant Land Ownership, p. 9). These lands are classified Developed - Industrial (see Land Classification Map, p. 57).

In the western quadrant of the city's planning jurisdiction are large areas of land with few limitations for urban development (with the exception of road access). The City has recognized the development potential of this area by reclassifying much of the land from rural to transition (see Land Classification Map, p. 57).

**Community Design Structure**

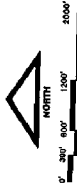
Some of the key characteristics which help to define the Southport community are displayed on Map 5, Community Design Structure. This map highlights significant community features, recent changes, and development trends through the use of designations such as:

- o **Districts:** these are sections of town with a two-dimensional character, which an observer mentally enters "inside of", and which are recognizable as having some common identifying character. A representative district in Southport might be the Central Business District.
- o **Landmarks:** these are usually simply defined physical objects that serve as reference points such as a building or a sign. The Waterfront Park is a Southport landmark.
- o **Nodes:** these are strategic points in the community which can be entered, such as an intersection or central gathering place. The junction of N.C. 211 and N. C. 87, a growing commercial district, is such a strategic point.
- o **Pathways:** these are the main channels along which an observer moves. In Southport, Bay Street along the waterfront, Moore Street, and N.C. 211 (Howe Street) are key pathways.

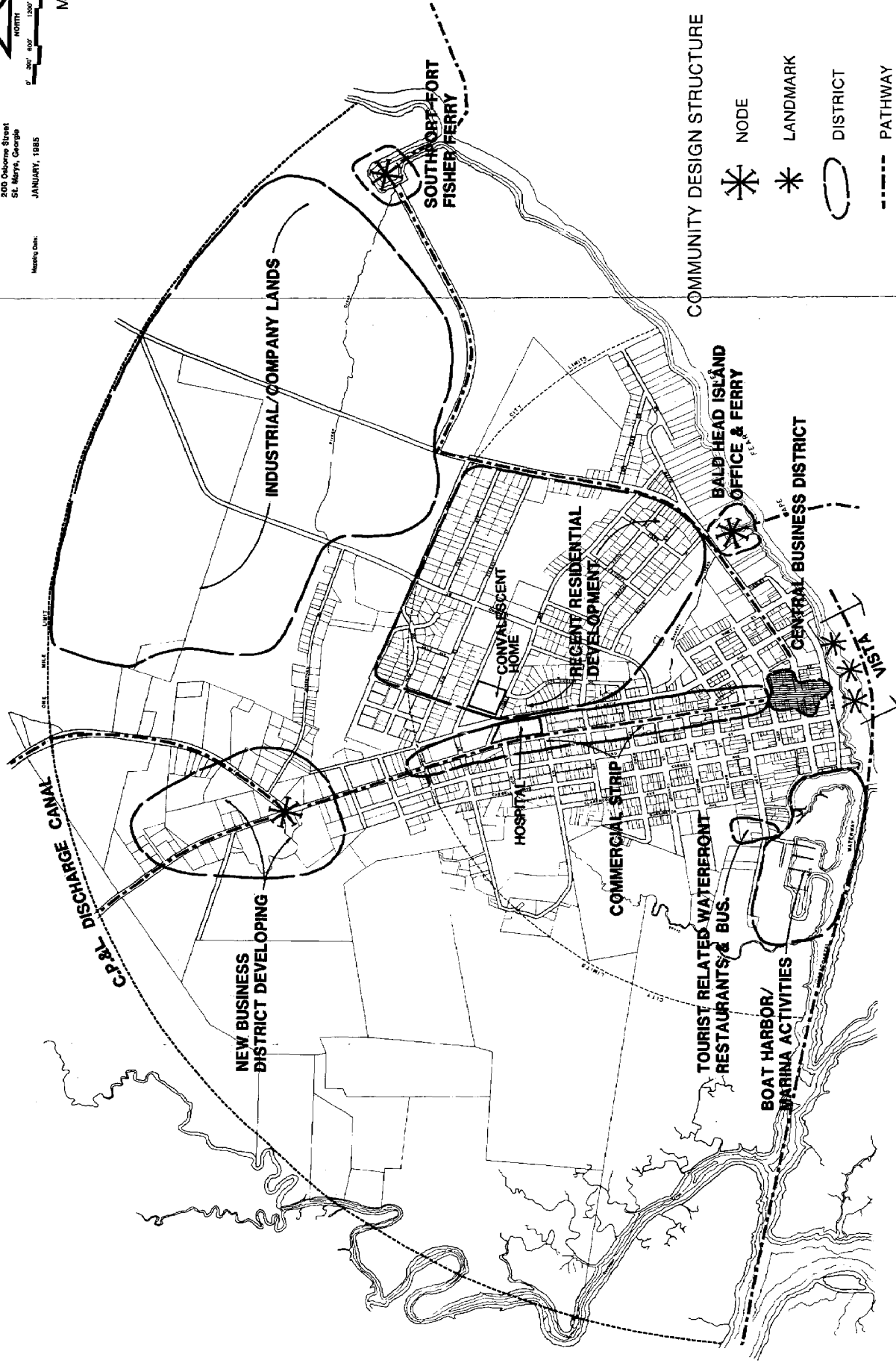
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# SOUTHPORT, N.C.

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Mapping Date:  
JANUARY, 1985



MAP 5



## COMMUNITY DESIGN STRUCTURE

- NODE
- LANDMARK
- DISTRICT
- PATHWAY

## GROWTH TRENDS AND IMPACTS ON COMMUNITY FACILITIES

### Population

The 1980 Census found that Southport had a population of some 2,835 persons. This represented an increase of some 27 percent over the 1970 population of 2,220. The average increase per year, slightly less than 3 percent, is not exceptional.

The N. C. Office of State Budget and Management published an estimate of Southport's July 1982 population in late 1983. This figure, 3021, represents a seven percent increase over the 1980 census count.

Current population (1985) can be estimated using 1980 occupancy rates (3.12 persons per household) times the number of units now in Southport. This estimate, 3273, presumes occupancy rates are roughly the same as they were in 1980; actual population could be higher or lower, depending on the actual occupancy rate for dwellings in Southport.

It is difficult to project population in a meaningful way for a community the size of Southport. Factors other than birth, death and migration rates based on past trends can sometimes provide more meaningful insight into potential population increases. Factors affecting future population in Southport include:

- o The planned addition of 500,000 gpd sewage treatment capacity in the next few years.
- o Southport's location in a growing resort/retirement area.
- o The desirability of Southport and vicinity as a resort/retirement location.
- o The availability of land suitable for development of resort/retirement homes in Southport and its immediate area.
- o Proposed changes to the tax code which may curtail the economic viability of resort and retirement residential developments, or other market factors which may accomplish the same end.
- o The continued economic viability of the area.

Assuming the market for first and second home and resort development remains healthy, Southport's planned sewage treatment capacity expansion looms as one of the most predominant factors in shaping the city's future population. Some 400,000 gpd should be available for future development needs. Although some of this capacity will be allocated to commercial or other needs, the



majority of the capacity could be used for residential purposes. At the rate of 200 gallons per dwelling unit, the increase in capacity could make possible the construction of more than 1500 new dwelling units.

Population projections have been calculated for the ten year planning period using two ratios. The first represents the trend of the previous five years (about 3 percent per year). The second represents a doubling of the past trends figure, to six percent per year, acknowledging the likelihood of higher growth rates due to the availability of substantial sewage treatment capacity.

#### PROJECTED POPULATION - 1985 TO 1995

##### Past Trends

<u>1985</u>	<u>1990</u>	<u>1995</u>
3,273	3,794	4,398

Using this projection, sewage treatment capacity, water supply and additional services adequate to serve an additional 1125 persons would be needed. Assuming household size may vary from a low of roughly 2.5 persons per unit to a high of 3.75 persons per unit, this population increase would generate the need for 300 to 450 dwellings, depending on household size.

#### PROJECTED POPULATION - 1985 TO 1995

##### Doubling of Past Trends

<u>1985</u>	<u>1990</u>	<u>1995</u>
3,273	4,380	5,861

This projection would result in a demand for services for 800 to 1000 new housing units. Once again, the smaller figure represents the higher occupancy rate (3.1 persons per household); the higher figure, a lower occupancy rate (2.65 persons per household).

Given either of these population projections, Southport would appear to have adequate sewage treatment capacity (the most expensive service to provide) to accommodate the projected growth. However, the very presence of so much additional capacity provides a substantial economic incentive to growth. If market factors remain favorable, Southport's housing stock could double in as little as 10 to 15 years. If growth factors are less favorable, the process could take up to 25 years. Given past trends in areas with characteristics similar to Southport, the shorter time frame is more likely, barring significant downward changes in the economy.

## POLICIES

### RESOURCE PROTECTION

#### Areas of Environmental Concern

The City of Southport will support and enforce through its CAMA permitting capacity the State policies and permitted uses in the Areas of Environmental Concern (AEC's). The State policy statements for AEC's offer protection for Southport's fragile and significant environmental resources through CAMA permitting procedures. In accordance with those policies set forth in subchapter 7H of the North Carolina Administrative Code, Southport adopts the following policies concerning AEC's within its jurisdiction.

#### The Estuarine System

In recognition of the enormous economic, social and biological values the estuarine system has for North Carolina, Southport will promote conservation and management of the estuarine system as a whole, which includes the individual AEC's: coastal wetlands, estuarine waters, public trust areas, and estuarine shorelines.

The management objective for the system shall be to give highest priority to the protection and coordinated management of all the elements as an interrelated group of AEC's, in order to safeguard and perpetuate the above stated values, and to ensure that any development which does occur in these AEC's is compatible with natural characteristics so as to minimize the likelihood of significant loss of private property and public resources.

In general, permitted land uses in the coastal wetlands, estuarine waters, and public trust areas should be those which are water dependent. Examples of such uses may include: utility easements, docks, boat ramps, wharfs, dredging, bridges and bridge approaches, revetments, bulkheads, culverts, groins, navigational aids, mooring pilings, navigational channels, simple access channels, and drainage ditches.

Land uses that are not water dependent shall not be permitted in coastal wetlands, estuarine waters and public trust areas. Examples of uses that are not water dependent may include: restaurants, residences, apartments, motels, hotels, trailer parks, private roads, factories and parking lots.

Specific policies regarding acceptable and unacceptable uses within the individual AEC's of the estuarine system are stated below. In all cases the particular location, use, and design characteristics shall be in accord with the general use standards for coastal wetlands, estuarine waters, and public trust areas as stated in NCAC Subchapter 7H.

- o Coastal Wetlands: Activities in the coastal wetland areas shall be restricted to those which do not significantly affect the unique and delicate balance of this resource. Suitable land uses include those giving highest priority to the protection and management of coastal wetlands, so as to safeguard and perpetuate their biological, social, economic and aesthetic values and to establish a coordinated management system as a natural resource essential to the functioning of the entire estuarine system. Highest priority of use shall be allocated to the conservation of existing coastal wetlands. Second priority shall be given to those uses that require water access and cannot function elsewhere.

Acceptable land uses may include utility easements, fishing piers, and docks. Unacceptable uses may include, but would not be limited to, restaurants, businesses, residences, apartments, motels, hotels, floating homes, parking lots, private roads, and highways.

- o Estuarine Waters: In recognition of the importance of estuarine waters for the fisheries and related industries as well as aesthetics, recreation, and education, Southport shall promote the conservation and quality of this resource. Activities in the estuarine water areas shall be restricted to those uses which do not permanently or significantly affect the function, cleanliness, salinity, and circulation of estuarine waters. Highest priority of use shall be allocated to the conservation of estuarine waters and its vital components. Second priority shall be given to uses which require water access and cannot function elsewhere.

Appropriate uses may include simple access channels, structures which prevent erosion, navigational channels, boat docks, marinas, piers, and mooring pilings.

Southport also supports projects in estuarine waters which aim to increase the productivity of these waters. Such projects include oyster reseedling programs and inlet channeling and dredging operations for the purpose of increasing the flushing action of tidal movement.

- o Public Trust Areas: In recognition of certain land and water areas in which the public has certain established rights and which also support valuable commercial and sports fisheries, have aesthetic value, and are resources for economic development, Southport shall protect these rights and promote the conservation and management of public trust areas. Suitable land/water uses include those which protect public rights for naviga-

tion and recreation and those which preserve and manage the public trust areas in order to safeguard and perpetuate their biological, economic, social, and aesthetic value.

In the absence of overriding public benefit, any use which significantly interferes with the public right of navigation or other public trust rights which apply in the area shall not be allowed. Projects which would directly or indirectly block or impair existing navigational channels, increase shoreline erosion, deposit spoils below mean high tide, cause adverse water circulation patterns, violate water quality standards, or cause degradation of shellfish waters shall, in general, not be allowed.

Uses that may be allowed in public trust areas shall not be detrimental to the public trust rights and the biological and physical functions of the estuary. Examples of such uses include the development of navigational channels or drainage ditches, the use of bulkheads to prevent erosion, the building of piers, docks or marinas.

- o Estuarine Shoreline: NCAC Subchapter 15 Section 7H defines the estuarine shoreline as the area 75 feet landward of estuarine water. Southport recognizes: 1) the close association between estuarine shorelines and estuarine waters, 2) the influence shoreline development has on the quality of estuarine life, and 3) the damaging processes of shorefront erosion and flooding to which the estuarine shoreline is subject.

Effluent from poorly placed or functioning septic systems associated with shoreline development can pollute shellfish areas. In recognition of this fact, Southport discourages the use of estuarine shoreline areas for residential purposes where there is a substantial chance of pollution occurring.

Suitable land uses within the estuarine shoreline AEC are those compatible with both the dynamic nature of estuarine shorelines and the values of the estuarine system.

Residential, recreational, and commercial land uses are all appropriate types of use along the estuarine shoreline provided that all standards of NCAC 15 Subchapter 7H relevant to estuarine shoreline AEC's are met.

#### Natural and Cultural Resource Areas

These fragile coastal natural resource areas are generally recognized to be of educational, scientific or cultural value

because of the natural features of the particular site. Individual AEC's included in this general category are: coastal complex natural areas, coastal areas that sustain remnant species, unique coastal geologic formations, significant coastal architectural resources, and significant coastal archaeological resources. This AEC category is unique in that individual natural and cultural resource AEC's are established through a special designation process which involves a detailed nomination and review process prior to formal recognition by the Coastal Resources Commission.

Uncontrolled or incompatible development may result in major or irreversible damage to fragile coastal resource areas which contain environmental, natural, or cultural resources of more than local significance. In recognition of this, Southport will seek to protect such natural systems or cultural resources; scientific, educational or associated values, and aesthetic qualities. Specific implementation strategies for these resources are found in **Implementation**, Goal 4, Objectives A, B and C (p. 51 - 52).

Southport supports the policies and guidelines stated in Subchapter 7H of NCAC 15 regarding these irreplaceable resources.

#### **Stormwater Runoff**

Urban type development, often well outside designated AEC's, can pose a serious threat to the health and productivity of the estuarine system through the rapid discharge of pollutants washed off impervious surfaces such as streets, roofs, and parking lots by rain and stormwater.

In 1984, Henry von Oesen & Associates completed a Master Drainage Plan for Southport which included suggested guidelines to manage the impact of stormwater runoff associated with new development.

The City of Southport will carefully review these guidelines and consider formal implementation of suitable standards for site plan review based on these guidelines. For specific implementation of this policy, see **Implementation**, Goal 1, Objectives A and B, p. 49 - 50.

#### **Marina and Floating Home Development**

Recognizing the extensive limitations placed on the alteration of natural systems by State and Federal law, the key area of jurisdiction for Southport on these issues lies within its local regulatory and zoning authority.

There are several marinas already in existence within Southport's planning jurisdiction and at least one more is planned. Southport specifies permissible locations and standards for the development of marinas through its zoning and planned residential development ordinances. Southport discourages the anchoring of live-aboard boats within its jurisdictional waters.

It is the policy of Southport to consider the appropriateness and desirability of any specific proposal to construct a marina or allow floating home development to take place on the basis of expected impact on neighboring uses. These impacts include, but are not limited to, aesthetics; hours of operation; traffic generation including the ability of the existing road network to adequately handle peak traffic loads; environmental impacts including water quality and dredge spoil disposal sites; and consistency of the proposal with other policies of the Land Use Plan.

### **Development of Sound and Estuarine Islands**

Southport's policy regarding any such areas is to place them in the Conservation land classification. Any development on such islands must be consistent with State and local policies regarding the Conservation land class.

### **PHYSICAL CONSTRAINTS TO DEVELOPMENT**

The City of Southport adopts the following policies regarding physical constraints to development:

#### **Septic Tank Suitability**

In conformity with State health regulations, growth and development will be prohibited in areas where septic tanks will not function and where sewer services are not available. Most areas within the city limits of Southport have sewer services. Further development is encouraged where these services are provided (see **Implementation**, Goal 5, Objective A, page 53).

#### **Drainage**

Because Southport lies in the low coastal plain, flooding can occasionally result. In order to minimize damages to developed land in case of flooding, Southport discourages development in areas of seasonal high water.

Development will not be allowed where poor drainage exists unless appropriate corrective improvements are proposed as part of the project. Corrective measures must be proposed as part of a project drainage plan and must be certified by a State registered civil engineer, architect, or landscape architect.

### **RESOURCE PRODUCTION AND MANAGEMENT**

Southport's natural resources play a vital role in its economy; much of its extraterritorial land is utilized for forestry, and its water areas are important to fisheries and recrea-

tion. Protection of these resources is a prime concern of the City of Southport.

### **Productive Forest and Agricultural Lands**

Southport will use its land use controls, including zoning, to insure that land which is presently in productive forestry use will be encouraged to continue in that use. Development other than low density residential will be encouraged to locate in non-resource productive areas. Only if no other suitable location exists for a particular development project because of location-al, resource, or transportation needs should it be placed on productive agricultural or forest lands. Development projects which require State or Federal permits, licenses or funds must meet this policy criteria.

In general, growth and development will be discouraged in productive forest lands when such growth is not in accordance with other land development policies in this Plan.

### **Commercial and Recreational Fisheries**

Southport will encourage preservation and expansion of its fisheries industry, both sports and commercial. Protection of coastal and estuarine waters is a prime prerequisite of this policy objective. Habitats for shellfish and finfish in all portions of their life cycle must be preserved in order to maintain fishing as a viable economic and recreational activity.

Therefore, any development which will adversely affect coastal and estuarine waters will be discouraged. Only those developments which are water dependent, such as docking facilities, treatment plants, and marinas shall be allowed to be placed near and to effect coastal and estuarine water habitats. In the design, construction, and operation of water dependent developments, every effort must be made to mitigate negative effects on water quality and fish habitat. These efforts will be made at the owner's or operator's own expense.

In order to expand Southport's sport and commercial fisheries industry, Southport will support private and public projects which will positively affect those industries. Southport supports channel and inlet dredging and stabilization projects which will increase the water access for fishing boats and improve water circulation in shellfish habitats.

It is recognized that in dredging and stabilization operations, some fish habitat damage may occur. Only those projects which provide greater benefit than damage to the fisheries industry will be supported. All dredging and stabilization operations must be performed so as to minimize any unavoidable damage to fish habitat.

Southport supports projects which increase the productivity of coastal and estuarine waters. There are a number of closed

shellfish areas adjacent to Southport. The City supports projects that would contribute to the cleansing of these areas. Projects such as oyster reseeding programs and artificial reef construction have proved successful in the past and will continue to be supported in the future.

Southport recognizes the importance of boat building, ship maintenance and repair, docking and harbor facilities, and seafood processing industries as supportive and necessary for the fisheries industry. These industries will be allowed to located on and near estuarine waters if they do not prove to harm fish habitat more than they support and provide services for the fisheries industry. All developments which require State or Federal permits, licenses or funds must meet this policy requirement.

## **ECONOMIC AND COMMUNITY DEVELOPMENT**

Southport adopts the following policies regarding economic and community development:

### **Industry**

- o Southport will continue to encourage desirable industrial development and maintain a favorable climate for existing and new industry. Suitable industries are defined as those which do not have the potential for destroying the village atmosphere of Southport.
- o Southport encourages measures to be taken to stop air pollution from existing industries.
- o Southport will work to reduce possible health hazards from industry through required improvements and emergency plans.
- o Southport will discourage the location of any industry within its planning jurisdiction which may pose substantial environmental or health hazards.

If an industry which poses a potential environmental or health hazard can prove adequate measures have been incorporated into the design, construction and operation of the facility so as to eliminate the risk of any substantial hazard, then said industry may be permitted to locate within Southport.

The siting of the proposed facility must not cause undue interference with or reduce the quality of existing neighboring land uses. In assessing whether or not an industry should be allowed to locate within Southport, economic benefits will be weighed against any negative impacts on the environmental, community structure and aesthetic qualities of the community. Those industries deemed to have more negative impact than economic benefit will not be allowed to locate in Southport. Specific



implementation of this policy takes place through the Southport zoning ordinance.

### **Tourism**

Southport will continue to promote and encourage growth of its tourist industry if it is not detrimental to the existing character of Southport (see **Implementation**, pp. 51 - 52, Goal 4, Objective B).

### **Energy Facility Siting**

Because of Southport's proximity to sensitive marshes and estuarine waters, the Southport Planning Board and the Board of Aldermen will require prior knowledge of and approval by appropriate state agencies of any proposed energy facility.

### **Toxic and Hazardous Material Siting**

Prior knowledge and approval by appropriate state agencies for toxic and hazardous material is required.

## **PROVISION OF SERVICES TO DEVELOPMENT**

### **Public Water Supply**

The City of Southport is committed to providing major trunk lines throughout Southport where public water is financially feasible and needed because of health and safety considerations. The cost of providing individual connections will be borne by the user or property owner. Developers of new subdivisions will be required to install water lines if the development is located near existing or future main trunk lines.

### **Public Sewage System**

The City of Southport is committed to an expansion of its current sewage treatment system which will be adequate for the needs of existing development within the city and which will provide additional capacity for future development.

Any future development which will substantially harm or pollute estuarine or coastal waters using septic tank systems or package treatment plants will not be permitted.

### **Solid Waste Disposal**

Southport will continue to provide solid waste disposal for its citizens using the waste disposal facilities of Brunswick County.

### **Public School System**

Southport encourages continued and expanded multi-purpose use of public school facilities for recreation and other purposes.

## **Transportation**

Southport supports Brunswick County's efforts to develop a County-wide thoroughfare plan and encourages Brunswick County to consider and address deficiencies in the Southport area. The City supports intercoordination between Brunswick County, N.C.D.O.T. and the City of Southport in the development of future thoroughfare planning. For further implementation of this policy, see **Implementation**, pp. 50 - 51, Goal 3.

## **Fire Protection and Rescue Squad**

Southport supports the Southport Fire Department and Southport Rescue Squad in the provision of fire protection and rescue services to its residents through use of volunteer departments and is committed to providing significant financial support to these departments.

## **Police**

Southport is committed to providing police protection services adequate for community safety and in keeping with its population.

## **Recreation**

Southport is committed to provide neighborhood recreation areas and facilities adequate to serve its population. Specific goals and implementation strategies can be found under **Implementation**, p. 54, Goal 5, Objective C.

## **Waterfront Access**

The City of Southport wishes to continue to improve access to waterfront areas for a variety of recreational purposes. The City is committed to providing facilities which enhance access and use of access areas, including walkways, docks, passive recreation areas and parking areas, by means and methods which minimize potential environmental and aesthetic impacts.

Water access improvements in Southport should include consideration for the following types of access:

- o Visual access and the preservation of existing views. Improvements to enhance visual access could include landscaping certain areas (including parking areas); providing walkways in areas where parking is not feasible; and protecting existing views through local controls such as height limitations.
- o Access for swimming, fishing, or boating. Where feasible, these activities should be kept separate to avoid use conflicts. The scale of such facilities should be in keeping with surrounding uses and the scale of the existing site.

The City should develop a strategic plan for water access improvements which could then be implemented over a period of years. These improvements should be scheduled to make maximum use of State Shoreline Access funds. Careful attention should be given to the improvement of smaller sites along the waterfront in order to make maximum use of access to the shore, using creative, lower cost approaches where practical. Strategies to implement

this policy can be found under **Implementation**, pp. 51 - 53, Goal 4, Objectives A, D and E.

## **GROWTH PATTERNS**

### **Compact Growth**

Southport's land regulatory policies and ordinances and its policies regarding the provision of services and support a policy of compact growth.

Existing areas and areas under development will have priority over undeveloped areas regarding the provision of public facilities. Specific implementation strategies are discussed on p. 53, Goal 5, Objective A.

### **Provision of Services**

Urban growth and development will be directed to occur in areas where adequate services are available or planned. Specific implementation strategies are discussed on pp. 53 - 54, Goal 5, Objective A and B.

### **Population Increase**

Southport supports a moderate growth level and will continue to monitor factors which could result in a rapid growth rate in a short period of time.

### **Segregation of Conflicting Land Uses**

Spatial segregation of conflicting land uses will be encouraged and implemented through the Southport Zoning Ordinance.

### **Housing**

Southport will work to provide low and moderate income persons with safe, decent, and sanitary housing through implementation of appropriate federal programs. The City acknowledges the presence of substandard houses in Southport and will continue strict enforcement of the existing building code for new construction.

Southport encourages a variety of housing types including single family, duplex and low profile multi-family dwellings. Multi-family development will be permitted only where the full range of urban services are provided or will be made available.

### **Commercial Development**

Southport supports the continued provision and expansion of commercial and retail services within the City's jurisdiction. Implementation of local controls affecting these businesses will

be designed to enhance the economic viability of these areas. Where feasible and in keeping with the policy regarding segregation of incompatible uses, residential areas should be protected from encroachment by commercial activity. Implementation of this policy is discussed on page 54, Goal 5, Objective D.

## **STORM HAZARD MITIGATION AND POST DISASTER RECONSTRUCTION PLAN**

### **Storm Hazard Mitigation**

Very little of the land area in Southport lies within the hazard areas defined in Before the Storm (McElyea, Brower, and Godschalk, UNC Center for Urban & Regional Studies, 1982), the Division of Coastal Management's guide to pre-hurricane and post-disaster planning. Applicable hazard areas within Southport included the Estuarine Shoreline AEC (Hazard Area 1, the most severe category), and FEMA A-zone lines (Hazard Area 3).

In most cases, these lands are subject to local, state and federal standards which will limit the placement or replacement of structures within the hazard area.

In general terms, Southport's existing policies meet the requirements for storm hazard mitigation planning in Before the Storm. These policies consist of a combination of accompanying Land Use Plan policies and regulations established by the Town's land development ordinances. Specifically:

- o Lands in the estuarine shoreline AEC are subject to development limitations which are in the process of being strengthened by the Coastal Resource Commission. The expected effect will be to further limit the amount and placement of development in these fragile areas. This will indirectly provide a further limitation on new construction which would be at risk from hurricanes and tropical storms.
- o Lands in FEMA A-zones are subject to elevation standards and insurance requirements which help ensure that damage to any new development which occurs will be minimized in the event of a hurricane or tropical storm.
- o The City's policies and ordinances support and are consistent with State policies and regulations for development in Areas of Environmental Concern.
- o All new development must conform with the provisions of the North Carolina Building Code.
- o The City's flood plain development policies conform with all Federal and State requirements.

## Post Disaster Reconstruction

The Southport Post Disaster Reconstruction Plan has been provided as a separate document. A summary of Post Disaster Reconstruction policies and procedures is outline below. These policies presume intergovernmental coordination with the Brunswick County Evacuation Plan and recovery procedures operations.

The City's Post Disaster Reconstruction Plan is organized in the following sections:

- o Introduction
- o Organization of Local Damage Assessment Team
- o Damage Assessment Procedures and Requirements
- o Organization of Recovery Operations
- o Recommended Reconstruction Policies

The following provides a summary of the plan's most important provisions and policies from each of these five sections.

- (1) Introduction. Defines plan purpose and use; identifies three distinct reconstruction periods: Emergency, Restoration and Replacement/Reconstruction. Outlines sequence of procedures to be followed to meet State and Federal Disaster relief regulations: 1) Assess storm damage and report to County, 2) County complies and summarizes individual community reports, 3) State compiles County data and makes recommendation to the Governor, 4) Governor requests presidential declaration, 5) Federal relief programs available.
- (2) Organization of Local Damage Assessment Team. Outlines personnel available and sets up means for mayoral appointment of team.
- (3) Damage Assessment Procedures and Requirements. The purpose of this phase is to rapidly determine immediately following a storm disaster: 1) number of structures damaged, 2) magnitude of damage by structure type, 3) estimated total dollar loss, and 4) estimated total dollar loss covered by insurance. To accomplish this, the plan establishes four categories of damage: 1) destroyed (repairs > 80 % of value), 2) major (repairs > 30 % of value), 3) minor (repairs < 30 % of value), and 4) habitable (repairs < 15 % of value). A color coding system is recommended for this phase of damage assessment. Total damage in dollars is estimated by taking the tax valuation times a factor to make prices current, then factoring these figures according to number of structures in each of the above damage classifications. Estimated insurance coverage is made by utilizing information as to average coverage obtained by insurance agencies on an annual basis.
- (4) Organization of Recovery Operations. The Mayor and Board of Commissioners assume the duties of a Recovery Task Force. The Task Force must accomplish the following:

- o Establish re-entry procedures.
- o Establish overall restoration scheme.
- o Set restoration priorities.
- o Determine requirements for outside assistance and requesting such assistance when beyond local capabilities.
- o Keep appropriate County and State officials informed using Situation and Damage Reports.
- o Keep the public informed.
- o Assemble and maintain records of actions taken and expenditures and obligations incurred.
- o Proclaim a local "state of emergency" if warranted.
- o Commence cleanup, debris removal, and utility restoration activities undertaken by private utility companies.
- o Undertake repair and restoration of essential public facilities and services in accordance with priorities developed through situation evaluations.
- o Assist individual property owners in obtaining information on the various types of assistance that might be available from Federal and State agencies.

- (5) Recommended Reconstruction Policies. The policies outlined are for the Mayor and Commissioners to consider after a storm occurs. It is impractical to determine at this time what specific responses are appropriate, since the circumstances surrounding a given storm can vary greatly. The following policy areas are discussed:

Permitting. Permits to restore previously conforming structures outside AEC's issued automatically. Structures suffering major damage allowed to rebuild to original state but must be in compliance with N.C. Building Code, Zoning, and Flood Hazard Regulations. Structures with minor damage allowed to rebuild to original state before the storm. Structures in AEC's allowed to rebuild only after determination has been made as to adequacy of existing development regulations in these special hazard areas.

Utility and Facility Reconstruction. Water system components repaired or replaced must be floodproofed or elevated above the 100 year flood level. Procedures established to effect emergency repairs to major thoroughfares if necessary.

Temporary Development Moratorium. To be considered after

major storm damage for AEC's if existing regulations appear inadequate to protect structures from storm damage.

## CONTINUING PUBLIC PARTICIPATION

Southport realizes an important part of any planning program is citizen involvement, and throughout the planning process during the 1985 Update, has encouraged its citizens to become involved in the land use planning process. The press was notified of meetings at which the plan was to be discussed through press releases and the public was invited. The Southport Planning Board was the group responsible for the development and review of the land use plan, and meetings to discuss plan development were generally held at regular planning board sessions. The Land Use Plan Update was discussed at public meetings on the following dates: October 31, 1984; November 28, 1984; February 5, 1985; February 27, 1985; April 24, 1985; June 26, 1985; July 24, 1985; and November 20, 1985.

A questionnaire was developed by the City's planning board in conjunction with the consultant and was distributed to City residents and residents of the extraterritorial jurisdiction in March and April, 1985. Over 300 of the 1000 surveys distributed were returned. Results were tabulated and discussed at the April 24 meeting. The survey results were most helpful in identifying and confirming the feelings of the community at large on such issues as annexation, the location of multi-family development, the need for height limits, service delivery, and recreation planning.

Southport's policies on public involvement are as follows:

- o All land use plans and updates will be prepared with public participation.
- o Citizen participation in the land use planning process will be accomplished through:
  - o Education: the public will be kept informed of progress on the land use plan through the use of a variety of media. Methods which can be used include, but are not limited to, news releases, news reports on meetings dealing with the land use plan, public meetings and presentations, television public service announcements and flyers.
  - o Direct participation: citizens will have an opportunity to attend public meetings dealing with the land use plan, submit comments on an informal and formal basis, and review the final draft at required public hearings. Citizen's surveys can reach every household in the city, providing a broad based opportunity for participation.

## **POLICY IMPLEMENTATION**

In order to carry out the policies which have been adopted for Southport, implementation strategies are needed. This section establishes goals, objectives and implementation strategies for carrying out the general policies of the Southport Land Use Plan.

**GOAL 1:** Preservation and management of natural resources in the Southport planning area.

**OBJECTIVE 1-A:** Continue with existing methods of preserving and managing natural resources.

### **Strategies:**

- o Continue to prohibit development in any AEC which would have a detrimental effect on public trust waters to the extent that such waters would be closed to shellfish harvesting under standards set by the State of North Carolina, or violate any rules, regulations or laws of the State of North Carolina or the City of Southport.
- o Review the stormwater management recommendations of the 1984 Southport Master Drainage Plan and consider formal implementation of suitable standards for development plan review based on these recommendations.
- o Continue to enforce the adopted Building Code, Zoning Ordinance, Subdivision Regulations, Planned Residential Development Ordinance, and Flood Plain Protection and Management Ordinance.
- o Support the findings of fact and recommendations of appointed boards, commissions, and professional staff regarding natural resources.
- o Prohibit or restrict development in lands classified Conservation within Southport's planning jurisdiction.

**OBJECTIVE 1-B:** Seek to protect wetlands, shellfish areas, and surface and ground waters in Southport from contamination and pollution.

### **Strategies:**

- o Support construction to expand the city's wastewater treatment facilities to meet future demand.
- o Implement drainage improvements recommended by the 1984 Southport Drainage Master Plan to correct existing areas with substandard drainage.



- o Continue to utilize the Brunswick County solid waste disposal system.
- o Insure that all County and State health regulations are met for on-site sewage systems.
- o Extend the City's water and sewer lines within areas classified developed or transition to insure that developed or developing areas are not contributing to environmental degradation through overuse of natural filtering systems.

**GOAL 2:** A variety of safe and decent housing for all residents and visitors.

OBJECTIVE 2-A: Seek to insure all dwellings are safe and suitable for habitation.

Strategies:

- o Continue to enforce minimum housing and building codes.
- o Continue to enforce all ordinances designed to protect homeowners from natural hazards.

OBJECTIVE B: Seek to minimize the number of substandard dwellings in Southport.

Strategies:

- o Aid property owners in the demolition of dwelling units unfit for human habitation.
- o Seek, encourage, and support the development of publicly assisted housing with Federal aid from such programs as Section 8, the Farmer's Home Administration 502 program, and the Community Development Block Grant Program.
- o Promote the rehabilitation of substandard dwellings with grants.
- o Encourage rehabilitation of substandard dwellings through private investment.

**GOAL 3:** Accessibility and safety in area transportation.

OBJECTIVE 3-A: Emphasize safety in the community.

Strategies

- o Enforce all traffic regulations to promote safety on the roads in Southport.

- o Insure that all road hazards are clearly marked or corrected.
- o Support efforts to develop a County-wide thoroughfare plan to address area-wide deficiencies affecting the Southport area.
- o Investigate means of alleviating or preventing traffic congestion and use conflicts on Howe Street and 9th Street Extension.

OBJECTIVE B: Promote a continuous street improvement and construction program adequate to serve the community which is compatible with the existing street system.

Strategies:

- o Allocate available budget funds for street maintenance and construction.
- o Review new residential development plans and insure that they comply with Subdivision Regulations standards for streets and right of ways.

**GOAL 4:** Preservation of the existing character and aesthetic qualities of Southport.

OBJECTIVE 4-A: Support land development strategies which are consistent with the existing character of Southport.

Strategies:

- o Establish height limits in all residential and commercial zoning districts to insure that the scale of new structures is in keeping with the existing building scale in these areas.
- o Establish height limits along waterfront areas which will protect existing waterway vistas.
- o Consider establishing a tree ordinance to protect hardwood trees of significant size. The ordinance should establish standards for tree removal in conjunction with development, and include provisions to ensure remaining trees are not damaged by site alterations.
- o Review current zoning policy which allows duplex and other multi-family uses to locate in areas which are primarily single family residential in character.

OBJECTIVE 4-B: Promote the cultural amenities of the community and involve citizens in the community activities.

Strategies:

- o Continue to offer information center facilities.
- o Continue to organize community-wide programs and events which enhance the existing community character and amenities.
- o Promote the history of Southport and its historic sites.
- o Consider establishing a local historic district commission for Southport.

OBJECTIVE 4-C: Preserve historic areas and archeological sites.

Strategies:

- o Consider establishing a local historic district commission to review exterior renovations within the Southport Historic District.
- o Review the recommendations for a harbor preservation program contained in the Southport Downtown and Waterfront Revitalization Plan, 1979.
- o Establish height limits for structures within the Historic District in order to protect the existing building scale of the area.
- o Consider undertaking further historic and archaeological inventories for areas not yet surveyed. Seek to fund such studies through grants available from the N.C. Division of Archives and History.
- o Consider establishing Southport as a Certified Local Government for historic preservation funding purposes.

OBJECTIVE 4-D: Maintain and improve the aesthetic qualities of Southport.

Strategies:

- o Enforce the removal of abandoned vehicles which have been allowed to remain on public streets and in front yards.
- o Continue to combat littering.
- o Review recommendations for appearance improvements made in the 1979 Southport Downtown and Waterfront Revitalization Plan for further actions which can be taken.

- o Maintain and manage all conservation areas for purposes of safety, recreation and aesthetics.
- o Seek and support recommendations from the Southport Appearance Commission to address problem areas.

OBJECTIVE 4-E: Continue to promote the redevelopment of downtown and waterfront areas in Southport.

Strategies:

- o Review recommendations of the 1979 Southport Downtown and Waterfront Revitalization Plan for further actions which can be taken.
- o Continue the strategy of obtaining combinations of public funding and private investment for redevelopment projects.
- o Implement established regulations and standards for redevelopment projects.
- o Continue to involve community citizens and businessmen in the redevelopment process and to create community-wide interest and support for redevelopment projects.

GOAL 5: Adequate and efficient public utilities and community facilities, services and programs to meet demands.

OBJECTIVE 5-A: Promote land use development patterns that allow services and facilities to be reasonably and efficiently provided in the community.

Strategies:

- o Encourage development to occur primarily in areas classified Developed or Transition.
- o Encourage development within existing corporate limits and avoid "urban sprawl" and commercial strip development patterns.

OBJECTIVE 5-B: Provide urban services and facilities adequate for the needs of the citizens of Southport.

Strategies:

- o Provide services and facilities to all areas within the corporate limits before annexing new areas.
- o Continue to implement recommendations of the Capital Improvements Program, 1974 - 1984.
- o Develop a new capital improvements program for a five or ten year planning period.

- o Continue with the planned expansion of wastewater treatment facilities in order to meet current and future projected demand.
- o Extend water and sewer lines to areas not currently served within the city limits to accommodate future projected needs.
- o Continue to implement the policy requiring that the cost of extending services into new development areas not within the city limits or not adjacent to present service areas be born by the users.
- o Consider establishing more centralized facilities for fire and rescue services in order to maintain low response times.
- o Continue to promote and expand programs, facilities and services for the elderly.

OBJECTIVE 5-C: Continue to improve recreational facilities and programs in the community.

Strategies:

- o Continue improvements to the waterfront park.
- o Establish adequate park and recreation facilities based on guidelines for population.
- o Seek land or monetary donations for park and recreation sites.
- o Inquire about and seek additional State and Federal funds or matching grants for the establishment or improvement of park and recreation facilities.
- o Continue to offer recreation programs for all age groups in Southport, but with particular emphasis on the 13 to 19 year old age group.
- o Continue to offer recreational programs and facilities specifically provided for the elderly.

OBJECTIVE 5-D: Improve and enhance existing commercial areas.

Strategies:

- o Continue to seek the enhancement of the existing central business district by encouraging continued revitalization and investment of existing businesses and structures, and by encouraging a variety of compatible new commercial and business uses to locate there.

- o Monitor the mix of uses within the central business district and periodically review zoning in the area to insure that the range of allowable uses is neither too restrictive nor permissive for the economic health of the area.
- o Encourage a wide variety of uses to locate in general commercial areas.
- o Guide commercial development into areas with adequate services, transportation facilities, and access, and where minimal encroachment on residential neighborhoods will occur.

## LAND CLASSIFICATION

The land classification system for Southport provides a graphic representation of Southport's general land use policies. Classifications reflect existing land uses; the presence of existing or planned urban services; and policies and policy implementation strategies for many of its economic and community development and growth pattern policies.

Land classification is not intended as a regulatory mechanism but is only a tool to help implement policies. It provides a framework to be used by the local government to identify future land uses.

The land classes used here are derived from the five broad classifications described in NCAC 15, Subchapter 7B, the State land use planning guidelines. The five classes are Developed, Transition, Community, Rural and Conservation. Four of these categories are applicable to Southport: Developed, Transition, Rural and Conservation.

### Developed

This classification is intended to provide for continued intensive development and redevelopment of existing areas that are at or approaching the following densities:

- o 500 dwelling units per square mile, or
- o three dwelling units per acre, or
- o where a majority of lots are 15,000 square feet or less, and

which are currently served by public water, sewer, recreational facilities, police, and fire protection. The Developed category has been broken down into several sub-classes as described below.

### Developed Residential

These are areas where water, sewer and other municipal services are provided and which are characterized primarily by residential development.

### Developed Mixed-Use

These areas are served by a wide range of municipal services and which are suitable for a wide variety of development ranging from residential to commercial and recreational.

### Developed Industrial

These areas specifically include land owned by existing industries currently operating in the Southport area.

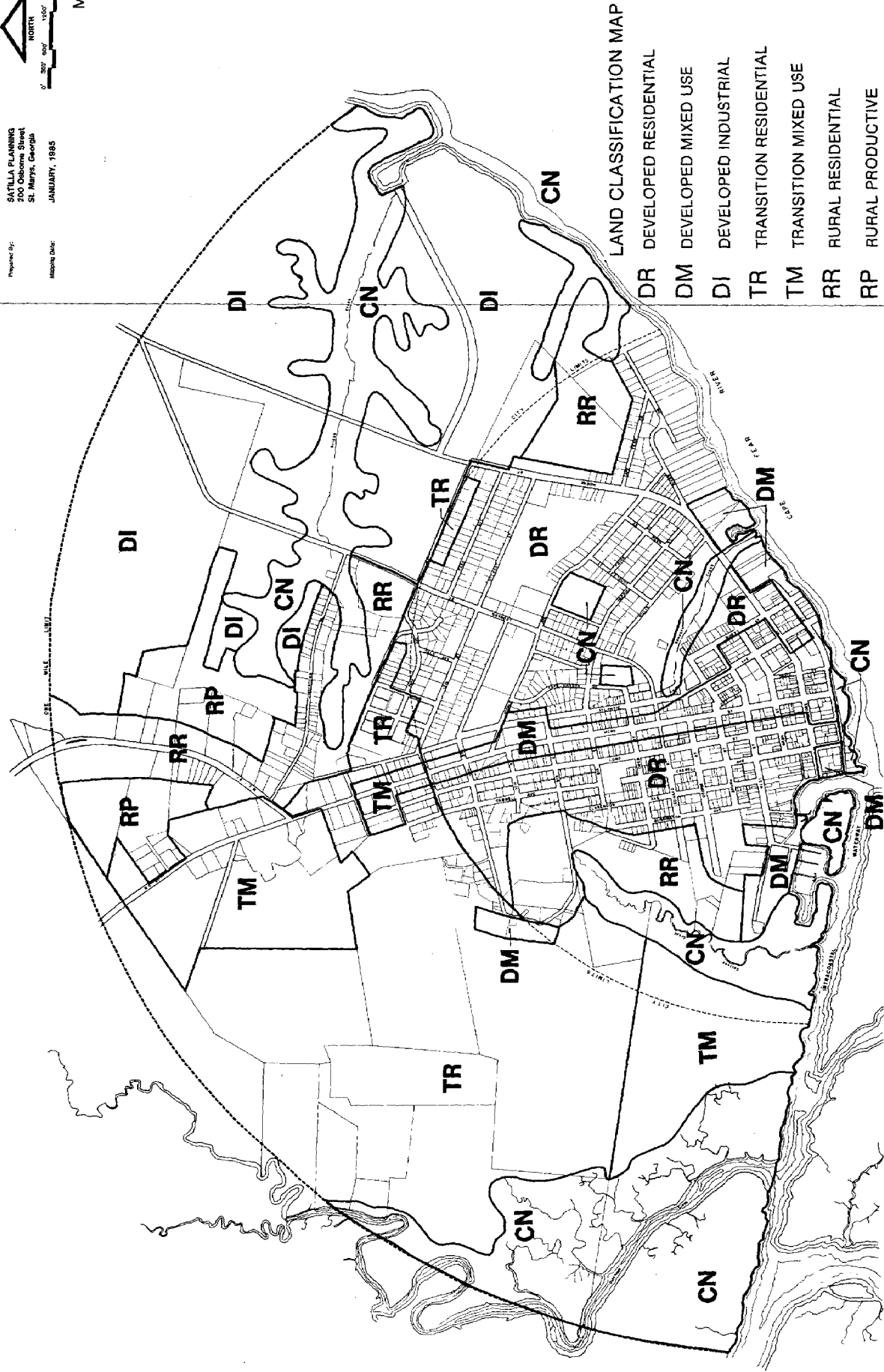
The preparation of this map was financed in part through a grant provided by the North Carolina Coastal Management Program, through funds provided by the Coastal Zone Management Act of 1972, as amended, which is administered by the Office of Ocean and Coastal Resource Management, N.O.A.A.

# SOUTHPORT, N.C.

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MAP 6



## LAND CLASSIFICATION MAP

DR DEVELOPED RESIDENTIAL  
DM DEVELOPED MIXED USE  
DI DEVELOPED INDUSTRIAL  
TR TRANSITION RESIDENTIAL  
TM TRANSITION MIXED USE  
RR RURAL RESIDENTIAL  
RP RURAL PRODUCTIVE  
CN CONSERVATION



## **Transition**

The Transition category has also been broken down into subclasses: Transition Residential and Transition Mixed-Use. The intent of the transition classification is to provide for future intensive urban development at the densities specified above under the developed classification. These areas are or will be served with the same urban services as those areas in the developed land classification.

### **Transition Residential**

This classification includes areas with partial municipal facilities and which are usually adjacent to developed residential areas. These areas are or will be primarily residential in nature.

### **Transition Mixed-Use**

This classification includes those areas with partial municipal services which are more suitable for a wide range of land uses, including commercial, recreational, office and institutional uses. This is often due to proximity to main traffic arteries.

## **Rural**

The purpose of the rural class is to provide for agriculture, forestry, mineral extraction and various other low intensity uses, including low density dispersed residential uses where urban services are not and will not be required. Any development in this class should be compatible with resource production and should not significantly impair or permanently alter natural resources. The Rural class has been divided into two sub-classes, Rural Residential and Rural Productive.

### **Rural Residential**

This class provides for low density residential development where urban services are not provided or planned and where natural resources will not be permanently impaired by low density residential land use.

### **Rural Productive**

This class provides for agriculture and forestry areas.

## **Conservation**

The purpose of the conservation class is to provide for the effective long-term management and protection of significant, limited, or irreplaceable areas. Management is needed due to the natural, cultural, recreational, scenic or natural productive values of both local and more than local concern.

This class is generally applicable to lands that contain: major wetlands, undeveloped shorelines that are unique, fragile, or hazardous for development, necessary wildlife habitat or areas that have a high probability of providing necessary habitat conditions; publicly owned water supply watersheds and aquifers; and forest lands that are undeveloped and will remain undeveloped for commercial purposes.

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